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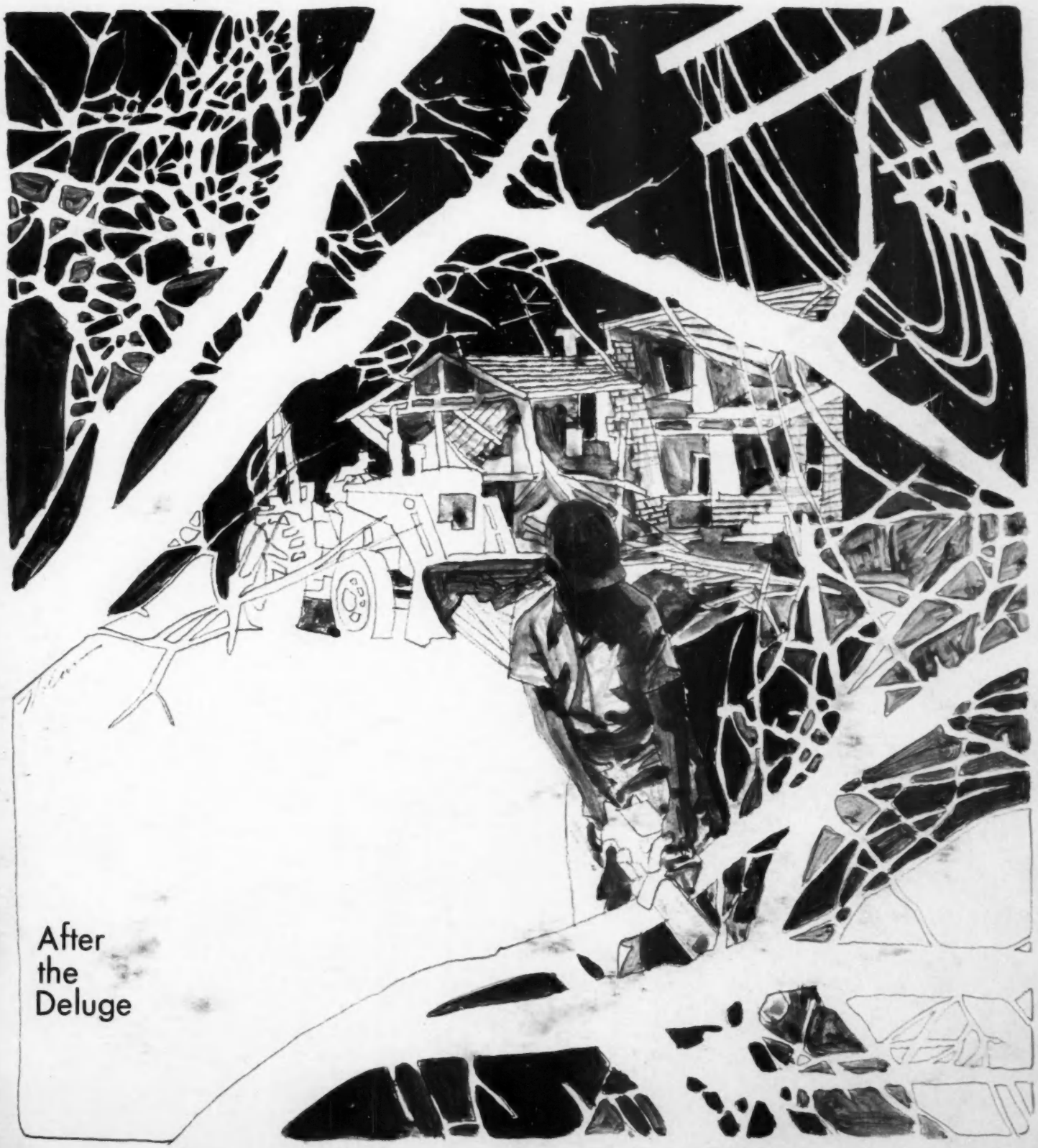
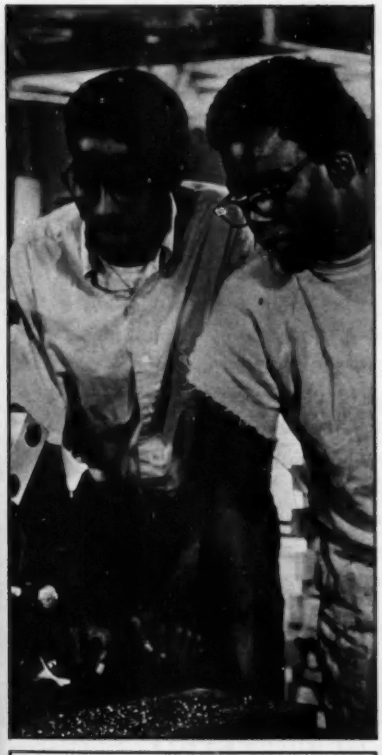


After the Deluge

manpower

What's in a Name



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After the Deluge

By WILLIAM I. ALLGOOD

A sea breeze gone berserk, a gentle tropical shower turned convulsive killer, a wild, whirling dervish 60 miles wide—they called her Camille and her 200-mile-an-hour winds and giant tides laid waste the Gulf Coast.

Before Camille had finished her long sweep up the Mississippi and across the Shenandoah, the Mississippi Employment Security Commission had begun to assist in the restoration of more than a century's civilization decimated in a few minutes on August 17, 1969.

August 18: ***Made attempt to go to center office but bridges were closed into Biloxi. Conditions were such, due to debris in streets, that no means of transportation existed. Power, gas, and water were off. There was no means of communication.***

August 19: ***Received permission to cross over the Ocean Springs-Biloxi bridge. It is not in good condition. In Biloxi there is little activity on the streets. All appear still in a state of shock. Fred Williams and Herman Teal went to Gulfport to contact that office for conference with employment service area supervisor, Cohen Robertson. The 14-mile trip back on Pass Road took 2 hours and 45 minutes; this was the only route open between the two cities.***

These are log entries on Camille made by Herman Teal, manager of the Biloxi office of the Mississippi State Employment Service.

By Wednesday, August 20, radio stations were broadcasting that the employment service and unemployment compensation claims offices were in business, filling jobs, finding jobs, accepting and paying claims.

August 20: ***Little office activity this day. Everyone still in state of shock. We attempted to have Neighborhood Youth Corps in-school project changed to clean-up. It just couldn't work out. School kids are too young for the hazardous work. . . .***

The manpower wheels and cogs were regaining momentum after Camille's onslaught. Soon the cacophony of power tools, saws and hammers, trucks and bulldozers signaled a new start; it was the sound of a gargantuan cleanup effort. A well-managed, massive manpower machine, meshed with equipment and tools from throughout the Nation, was gnawing away at the mess left by Camille.

The epic rescue and restoration effort began in Mississippi immediately after the disaster with establishment of the Governor's Camille Command Post at the Gulfport airport 170 miles south of Jackson, the State Capital. Cooperating in the effort from the start were the city and county governments of the stricken areas; all State agencies dealing with people; and Federal agencies, including the Office of Emergency Preparedness from the White House.

Another source of strength was the spirit of the people who had been hit. The American flag was displayed over almost every pile of rubble that once was a home, a business, a motel, or a service station, and it said to the world: "I may be down, but I'm not out."

Mississippi Employment Security Commission (MESC) Executive Director John E. Aldridge sent his deputy, Walter R. Bivins, to brief officials at the Command Post on the Commission's capabilities. Working from the Command Post, Mississippi Employment Service Area Supervisor Cohen Robertson was assigned the key job of coordinating all manpower activities in the area. With thousands of jobs wiped out—4,000 in the seafood industry alone—job placement and payment of unemployment claims were major problems.

But in the days immediately following the hurricane there were more basic needs: Food, water, clothing, shelter, sanitation, caring for the hurt, and burying the dead. Organizations of every variety were diverted from their normal functions and pressed into service.

A Smaller Communities Program (SCP) team, a special MESC unit organized to alleviate employment problems in rural areas, was collecting data on current and potential manpower resources in Hancock County when the storm put it out of business for a while. Members of the team made their services available

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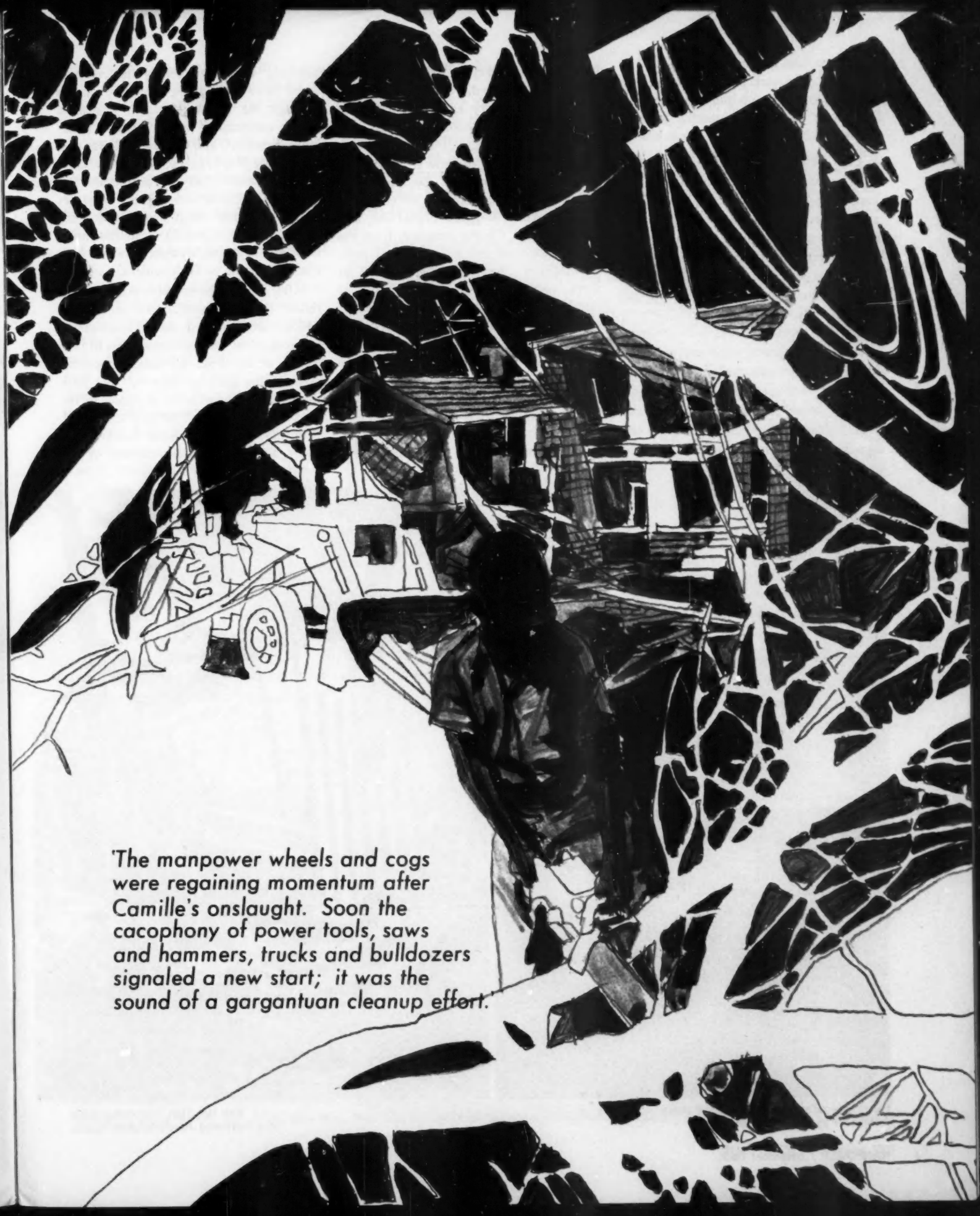
Mr. Allgood is the U.S. Department of Labor regional information director in Atlanta.



'The manpower wheels and cogs were regaining momentum after Camille's onslaught. Soon the cacophony of power tools, saws and hammers, trucks and bulldozers signaled a new start; it was the sound of a gargantuan cleanup effort.

Deluge
continued

to Civil Defense officials in Bay St. Louis.

"Locating our guys was difficult because roads were barricaded by debris and the phones were out," George Guess, the SCP team manager reported. "We went to work with civil defense. Our offices were used to store food, supplies, water, clothing, and other emergency aid and materials."

The SCP team unloaded small and large trucks of emergency supplies, including 5,000 gallons of water in beer bottles, 300 cots, and bedding. Guess and his six-member team helped with emergency work for a few days and then were assigned to staff a temporary employment service office at Bay St. Louis. The chaos caused by Camille did not make the transition to temporary employment service office manager any easier for Guess.

Emergency procedures were established quickly to expedite the flow of unemployment insurance benefits. By August 20 claims were being taken in Biloxi, Gulfport, Picayune, Wiggins, Poplarville, and Bay St. Louis. Claims personnel from the State office were sent to the disaster area. Contingency claimstakers were hired to work under the direct supervision of regular personnel at the Pass Road claims center between Biloxi and Gulfport.

"Our first mission in the claims situation was to take claims from anybody who came in, no matter where they were from," Robertson said.

Many people living in the Bay St. Louis and Picayune areas worked in Louisiana. Their unemployment insurance needs normally would be met by the cumbersome process of filing interstate claims through the MESC. Instead, Louisiana sent a claimstaker to work with Mississippi personnel, and the red tape was cut.

Because of sewage seeping over the area, Pass Christian had to be completely evacuated. Evacuation centers were set up in an army camp near Hattiesburg and a hotel in Jackson. Unemployment insurance and employment services were made available at both centers.

After the residents were permitted to return to Pass Christian, Jessie Mosley, MESC area director for unemployment compensation, made arrangements to take claims at the Pass Christian Industries plant, a big garment factory. "We took claims at the plant from anybody in the Pass Christian area," Mosley explained. "The mayor had expressed concern that under normal conditions citizens of the

Hurricane tides and winds drove these freighters aground at Gulfport.

The flag flies over the rubble of a flattened Pass Christian home.

city have to go to the Gulfport-Biloxi area to file claims and the lack of communication and transportation after the hurricane made this difficult."

The Pass Christian post office was destroyed, along with virtually everything else in the town. Individuals whose unemployment checks would be delivered by mail were stumped when asked what address they wanted to use. Their homes had been swept away along with the post office.

"It was as if they suddenly did not have a name," Mosley said. "They decided on 'General Delivery, Pass Christian, Miss.'

"We back-dated claims on hardship cases as generously as possible. Claims filed 3 weeks after Camille were back dated to the day of the storm because of hardship circumstances."

During August, 2,074 new unemployment insurance claims were filed in the coastal counties, compared with only 413 for August 1968. Bivins said the number would have been much higher but many eligible claimants scattered to other States, and some stayed away for 2 to 3 weeks or more.

Cleanup efforts also were expedited. The Manpower Administration in Washington quickly pushed through approval of $100,000 in Neighborhood Youth Corps funds for 350 additional slots in Jackson, Forest, Marion, Harrison, Hancock, and Pearl River Counties.

Older NYC enrollees were assigned primarily to nonhazardous cleanup and similar jobs, thus relieving more experienced workers for other tasks. As demand for labor became greater, contractors offered $2 an hour for unskilled workers, and many Corpsmen stayed only a short while in their $1.60-an-hour NYC jobs.

Ed Wood of MESC, who coordinated the NYC project, said:

"There were times when we would have 150 people enrolled in the Corps one day and only 75 the next. We asked the agencies using them to help us recruit and because of the crisis the upper age limitation was waived. As a result of quick turnover, I would not be surprised if we used over 500 enrollees in some weeks to keep our 150 slots filled.

"Not only did these young people do a grand job, the income they brought to their communities meant more than many suspect. For a while, the NYC payroll was probably the biggest in Bay St. Louis."

Robertson said NYC efforts were concentrated primarily in small communities because larger municipalities had a bigger manpower pool. Smaller communities had neither the manpower nor the money to handle the extensive clean-up job required, he said.

To help keep track of and coordinate the various efforts to clear away the debris and restore essential services, the 40-mile strip of Mississippi coastline devastated by the storm was divided into segments. The Command Post manpower desk scheduled activities by volunteer and other work forces according to these segments, which generally followed the municipal

Two Among Many

On a calm day, the Gulf surf at Gulfport gurgles like a mountain brook on an easy slope; it can be heard a mere few feet. Monday, August 18, 1969 was such a day.

Burt Hosch, public relations representative of the Mississippi Employment Security Commission, stood on the ground where his mother's house was the day before, 300 yards from the beach.

Hurricane Camille had visited and moved on. The neighbors were gone. The birds were gone. The squirrels were gone. The dogs were gone. The traffic was gone. There were no leaves on August's trees to rustle in the powder puff air.

Other than his own breathing and heartbeat, the only sound Burt could hear was the soft sigh of escaping gas from ruptured pipes.

He had traveled from Jackson to see how his mother, Mrs. E. J. Hosch, had fared in the storm. She had vanished. Only debris was left of her home. The boards and bricks were mingled with the remains of a nearby 100-unit motel.

She and her paid companion were among the missing for over a week. During this time, many believed lost showed up alive in distant cities with relatives and friends, so there was hope.

To help guide those searching through the mass of debris, the mayor of Gulfport, Burt's college classmate and childhood friend, gathered information about Mrs. Hosch's home: The color of the bedrooms, the type of curtains and other things. Several pieces of the evidence were among a mountain of tangled wood, pipe, wire, and masonry.

"We concentrated on that pile," the mayor said later. When the bodies were found, scars and dental charts were used to identify the women.

The number of missing was reduced by two, the known dead increased by two, and a son's hope vanished. The grim arithmetic of mass tragedy continued to add up: 139 dead, 76 missing, over 4,500 treated for injuries, 275 hospitalized, 66,000 families with property loss, 5,660 homes destroyed.

But the sum cannot approach reality. Three weeks after Camille, I watched from a distance as Burt searched the wreckage of his mother's house for something.

"It's not here any more, Bill. I'm the only evidence left to support my childhood memories."

And that is a hard reality for a man over 50 to accept. Others on the Gulf Coast share it. The rest of us can only stand by.—W.I.A.

Deluge
continued

boundary lines of Biloxi, Gulfport, Long Beach, Pass Christian, Bay St. Louis, Waveland, and the other towns hit by the storm.

"I cannot really begin to evaluate how much easier the manpower job was as a result of the help we got from Keesler Air Force Base," said Robertson. Three Air Force majors were made available to the manpower desk for around-the-clock liaison with the base. In the early days of the crisis, before telephone communications were established, they arranged for a mobile communication unit to handle manpower requests and coordinate work assignments between the Command Post and Keesler.

Later, a hot line was established between the Command Post and Keesler, and the mobile communications unit was turned over to MESC. It was sent to Bay St. Louis and became the communications link between the temporary employment service office there and the Command Post manpower desk.

These emergency communication arrangements were vital, Robertson said, and their absence would have meant considerable delay in handling critical business. "Placement of two huge electric motors in the sewage lift at Pass Christian could have been held up for the lack of a qualified technician," he said. "But because the recruiting was turned over to us and we had the necessary communications system, the city's sewage system was placed back in working order much earlier and some evacuees were permitted to return sooner. All agencies in the Command Post and all Civil Defense directors throughout the area soon learned to come to us with their manpower problems."

In addition to deploying the manpower made available from Keesler and private organizations, Robertson's operation took command of outside volunteer groups and individuals who came to the area to help. The manpower officials knew where the critical needs were. The volunteers were dispatched to the right place at the right time. As a result, no area was overloaded with surplus workers, nor did any area lack for cleanup and other emergency crews.

"I must say that without the volunteer forces made available to us, including Keesler personnel, we would probably not have been any further advanced by mid-September than we were 4 days after the hurricane," Robertson said.

The Command Post was manned 24

Neighborhood Youth Corpsmen Rocky Gaudin, Bruce Staten, Larry Lind, Jeff Larsen, and J. W. Rawls clean up debris at Hancock North Central High School north of Bay St. Louis. One wall of the school collapsed during the storm and part of the roof was blown away but none of the 1,000 persons taking refuge in the building was hurt.

hours a day. Other manpower offices could operate only from 7 a.m. to 7 p.m. because of the curfew established by martial law. Most manpower personnel worked 12 or more hours every day from August 18—the day following the hurricane—until the end of the month. The Command Post was closed August 30 and manpower functions were soon restored to normal in an administrative sense, "but it will be a long time before they will be normal in their dimensions," Robertson said.

Robertson had high praise for the hard work and cooperative attitude of employment service and unemployment compensation personnel.

"If there had been any bureaucratic tendency to say, 'We have never done that before,' it was tossed aside.

"In the first days when we had no communication and more people available than jobs, employment service representatives walked the streets, knocked on doors, and rounded up jobs orders," Robertson said.

Job placement statistics reflect both the economic disruption left behind by Camille and the yeoman efforts of the employment service to put people to work. Between August 18 and September 18, the Biloxi office placed more than 1,000 people, compared with a normal month's total of 300. In Gulfport, jobs were found for almost 2,600 people between August 1 and September 19, compared with some 800 placements in August and all of September the previous year.

As they returned to work, many of them in strange jobs, the people of the Gulf Coast demonstrated that their courage and sense of humor remained intact.

A sewing machine operator at Pass Christian Industries, who lost everything including her car, hitchhiked to work everyday—with a broken leg. Until transportation became available, a wiped-out Gulfport grocer walked 8 miles a day for 6 days to his temporary job as a janitor.

A Gulfport lumberman who lost his business and home put up a sign saying, "Quit, hell, I have just begun." The employment service found him work as a heavy equipment operator and placed his seven employees in temporary jobs. The employment service also referred him to the Salvation Army for food and clothes and arranged a meeting for him with the Small Business Administration so he could borrow the money to reopen.

A crippled veteran had been sent from the Veterans Administration hospital in Oklahoma to the VA hospital in Gulfport. Before he left Oklahoma, he had lost his wife, two children, home, and business in a fire. He arrived August 17 in time for Camille to strip away his remaining clothes, his crutch, and almost his life. It also deprived him of a place to live since the Gulfport VA hospital was washed out.

He came to the employment service office hungry, broke, half-naked, and homeless. An employment service interviewer gave him a room and board in his own home and got him clothes from the Salvation Army and medical attention at the county health office. Finally, the interviewer placed him in a truckdriver's job. The veteran worked 11 hours a day for 14 days, long enough to earn the money to travel to another VA hospital in Florida.

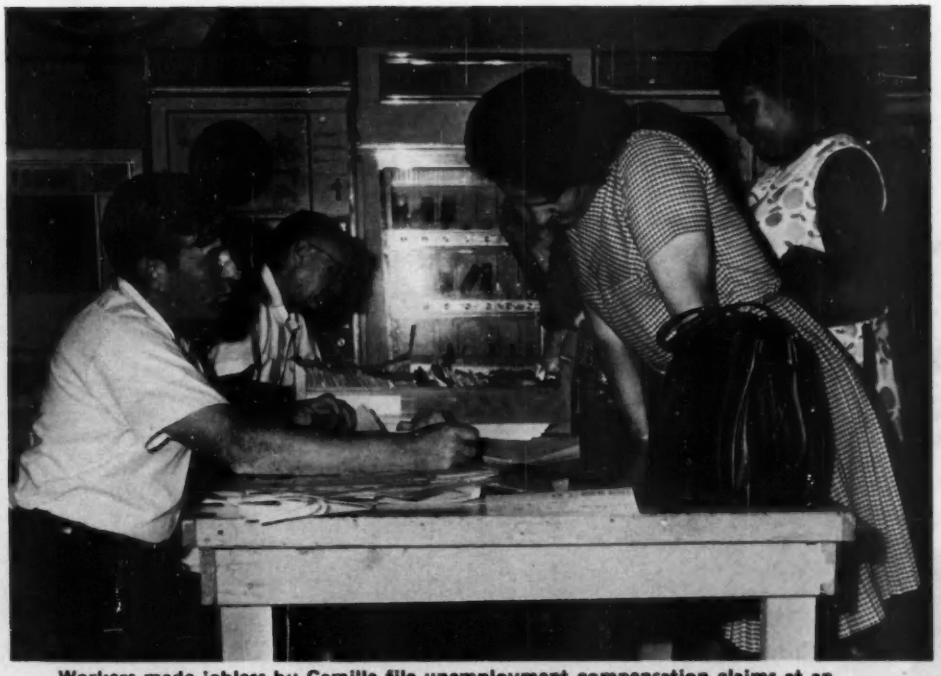
Another man who rose to the occasion was a service station owner who lost everything except one gas pump. He wanted to get back into business quickly but had no electricity. He borrowed a motor scooter, jacked it up, used it to power the pump, and erected a sign: "Wide Open—Just Gas." Within a few minutes he was making sales.

This was on August 18, and his was the first station to reopen after the disaster. His competitors quickly profited by his ingenuity. By the end of the following day, some 38 Gulfport area service stations were again in business, using motor scooters and motorcycles as a source of power for pumps. The employment service referred experienced station attendants to these enterprising businessmen.

The employment service also helped a young soldier, Clifford Hermes, who was among a group of servicemen airlifted from Fort Polk, La., to Keesler Air Base on August 18 to aid the cleanup operation. When he arrived he walked miles through debris and destruction to his house in Biloxi. His street was a wreckage of buildings, boats, power poles, and trees. To his immense relief, however, his mother and father were alive and well, standing near their wrecked home.

But the family's livelihood was gone. His father was a salesman but his customers, the hotels and motels along the beach, were wiped out. A younger brother was seriously injured in a traffic accident 2 days after the storm and hospitalized.

At the parents' urgent request, the young man was granted an immediate hardship discharge by the Defense Department. The employment service placed him as a union apprentice in a local sheet metal shop.



Workers made jobless by Camille file unemployment compensation claims at an emergency office set up in a Pass Christian garment factory.

Trenton Plans a Model City

The Battle Monument, a statue of George Washington atop a thin, granite shaft 150 feet high, is visible from much of Trenton. It is a tribute to the ragged, cold band of men who fought for a young Nation's independence on the land that is now Trenton. Less visible to Greater Trenton is the neighborhood sprawling out around the monument's base. This is the Trenton Model City, the target area for action under the Demonstration Cities and Metropolitan Development Act of 1966.

A current profile of this historic neighborhood, now seeking economic and social independence from crushing poverty, shows:

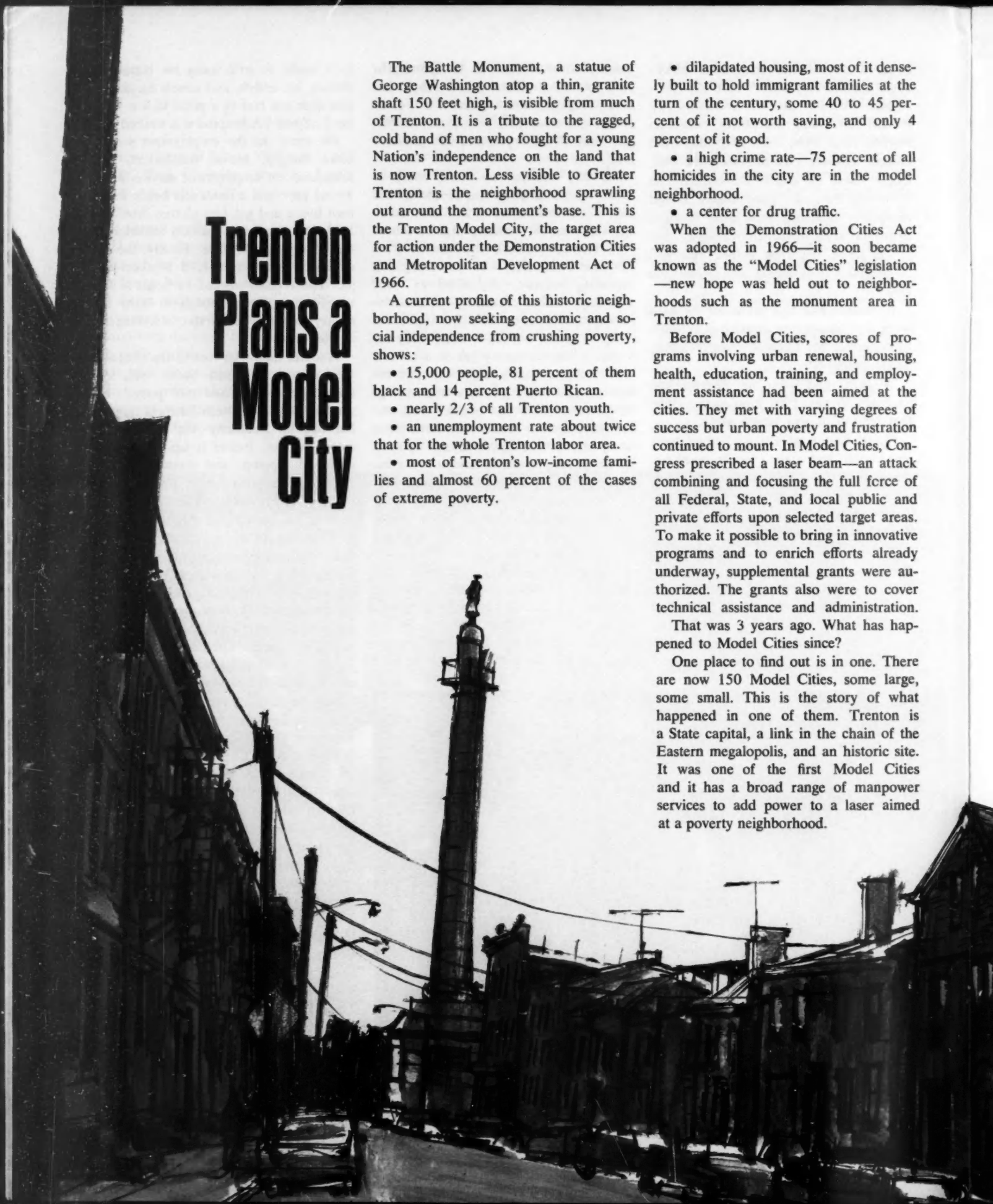
- 15,000 people, 81 percent of them black and 14 percent Puerto Rican.
- nearly 2/3 of all Trenton youth.
- an unemployment rate about twice that for the whole Trenton labor area.
- most of Trenton's low-income families and almost 60 percent of the cases of extreme poverty.
- dilapidated housing, most of it densely built to hold immigrant families at the turn of the century, some 40 to 45 percent of it not worth saving, and only 4 percent of it good.
- a high crime rate—75 percent of all homicides in the city are in the model neighborhood.
- a center for drug traffic.

When the Demonstration Cities Act was adopted in 1966—it soon became known as the "Model Cities" legislation—new hope was held out to neighborhoods such as the monument area in Trenton.

Before Model Cities, scores of programs involving urban renewal, housing, health, education, training, and employment assistance had been aimed at the cities. They met with varying degrees of success but urban poverty and frustration continued to mount. In Model Cities, Congress prescribed a laser beam—an attack combining and focusing the full force of all Federal, State, and local public and private efforts upon selected target areas. To make it possible to bring in innovative programs and to enrich efforts already underway, supplemental grants were authorized. The grants also were to cover technical assistance and administration.

That was 3 years ago. What has happened to Model Cities since?

One place to find out is in one. There are now 150 Model Cities, some large, some small. This is the story of what happened in one of them. Trenton is a State capital, a link in the chain of the Eastern megalopolis, and an historic site. It was one of the first Model Cities and it has a broad range of manpower services to add power to a laser aimed at a poverty neighborhood.



Trenton's application for a Model Cities planning grant was filed in April 1967 with the U.S. Department of Housing and Urban Development (HUD), the chief Federal administrative agency for the program. Six months later Trenton was announced as one of the 75 cities chosen from among 193 that applied for the first round of grants. But before any of the $129,800 planning money granted Trenton was forthcoming, a target area had to be selected and preparations made to develop a plan that would meet the requirement that neighborhood residents play a meaningful role in the Model Cities Program. It was the spring of 1968 before a City Demonstration Agency (CDA) was established to direct and coordinate the planning and Trenton received HUD's approval to begin spending money from the grant.

Conflict Resolved

Dissidence was added to delay when the mayor appointed Jacob Getson, a 29-year-old white Philadelphian, to head the CDA. Some Trenton Negroes protested, calling for the appointment of a person from a local low-income area to the post. By midsummer, however, opinions had changed, Getson remained on the job, and the CDA placed newspaper ads urging residents of the target neighborhood, which had been selected by city officials, to run for election to the Model City Policy Committee (MCPC).

Fifty-nine target neighborhood residents ran in August for 21 elective seats to the Policy Committee. Nearly 2,500 people voted, a larger turnout from the area than in the two previous primary elections. The remaining 10 members of the committee—one each from business, labor, health, civic, welfare, and religious organizations, and one each from the city council, the mayor's office, the board of education, and the housing authority—were appointed by the mayor.

To get a workable structure for planning, the CDA divided the 31-member committee into eight panels, each dealing with a specific matter: Economic development and manpower, education, housing, welfare and social services, health, law and public safety, culture and recreation, and transportation and municipal services. The chairman and a majority of the members were model neighborhood residents. Each panel also included one or two appointed delegates with some special knowledge of the subject field. The panels were a combination of people with first-hand understanding of the target neighborhood needs and professionals in city problems working together to construct a comprehensive plan to reverse the process of urban decay.

The CDA assigned three of its staff members to each panel: A program developer to channel ideas and information back and forth between the panel and the professional community; an analysis and evaluation specialist to guide the panel's efforts along HUD's complicated pathway of problem analysis, goal selection, strategy development, and project proposal; and a community development specialist, who was a neighborhood resident, to make certain the panel's work remained relevant to the neighborhood's concerns.

Development of the plan got underway in earnest in September. The various panels researched, deliberated, debated, and held more than 60 meetings to get the views of Model City residents. Representatives of government agencies met regularly with them to give technical assistance. Bit by bit, goal by goal, each panel put its segment of the plan together. Once this was done, the entire plan had to get approval of the MCPC, the mayor, and the city council. Then it had to pass through an interagency review structure at regional and Federal levels on its way to HUD. This process, says CDA's Getson, provides for continuous dialogue and negotiation all along the line.

The Trenton target plan is impressive for its studied detailing of complex problems and program requirements. It fills two volumes, plus an appendix, weighs 8 pounds, and runs to a total of 1,234 pages. It has three parts: A statement of comprehensive strategy; a 5-year plan; and a 1-year action program. The document not only is monumental in size, it also is a remarkable demonstration of a city searching its situation, its resources, and its determinations, and reaching out for Federal and State help.

The final plan for the Trenton Model City sets three priorities: Increased incomes, improved education, and better communication with government and private agencies in order to get action. These priorities are pivotal, the planners said, if residents of the Model City are to have a command of options and a real freedom of choice in all goal areas.

The economic development and manpower panel shaped most of the strategy for increasing incomes. Target area residents on the panel were a home remodeling contractor who served as chairman, a beauty shop owner, and a machine operator. The other two members were a beverage company executive and a union business manager.

Job Market Eroded

The neighborhood job market, the panel found, was deeply eroded by the departure of manufacturing plants to areas outside Trenton where there were lower taxes, better transportation, and more land for modern plant construction. In 17 years, the number of plants in Trenton had gone down 23 percent but had gone up 99 percent in Mercer County, of which Trenton is a part.

Retail sales also went down as stores left the city for greener locations. Sales in Trenton dropped 21 percent in 9 years while increasing 169 percent in the suburbs ringing the city. Skilled white and black workers who had made their way into the middle class also had left the city.

The vacuum was filled by in-migration of poor blacks and Puerto Ricans, most of them hampered by lack of skills, inadequate education, language problems, and discrimination. Some also were poorly motivated. Their poverty had become a

customary condition which seemed impossible to change and useless to fight. Their attempts to find work often met with frustration and failure.

Nearly 300 small businesses—barbershops, poolrooms, shoeshine parlors, bars, liquor stores, laundries, and furniture and clothing stores—still operated in the Model City, but nearly two-thirds were owned or managed by whites. Twenty-nine percent were run by blacks, and 4 percent by Puerto Ricans.

The manpower panel also assessed existing manpower programs and found that they constituted a substantial foundation upon which to build. It pointed out that a broad range of job training projects administered by the U.S. Department of Labor's Manpower Administration already were functioning in Trenton.

The focal point of these training efforts is the Concentrated Employment Program (CEP). CEP recruiters go into poverty neighborhoods to bring the unemployed and underemployed into one of three outreach centers. The centers offer personalized services—in-depth counseling, testing, an individual employability plan, and referral to jobs or to placement in a basic education, work experience, or training program.

The CEP centers also make available information on job openings from the State employment service, develop new employment opportunities, and provide health and day-care services and legal aid.

Other significant Manpower Administration programs in Trenton the panel cited were:

—On-the-job training in local industry under a contract with the community action agency.

—An occupational exposure shop where unemployed youth are introduced to skills in electric, machine shop, carpentry, and similar trades.

—An effort to bring minorities into apprenticeship training that operates in cooperation with the Mercer County Building Trades Council.

—A senior skills project to create new patterns of employment for older workers with inadequate incomes.

—The Trenton Multi-Skill Center, which trains about 450 people a year in auto body repair, service station mechanics, stenography, production machine operation, welding, keypunch operation, and other trades.

—The Work Incentive (WIN) Program, which gives welfare recipients remedial education, training, and other assistance to prepare them for jobs.

In addition, a Job Opportunities in the Business Sector Program began in Trenton in July of this year.

All these resources are available to help the Model Cities Program, and the Trenton CEP will be the principal manpower delivery system for the target neighborhood.

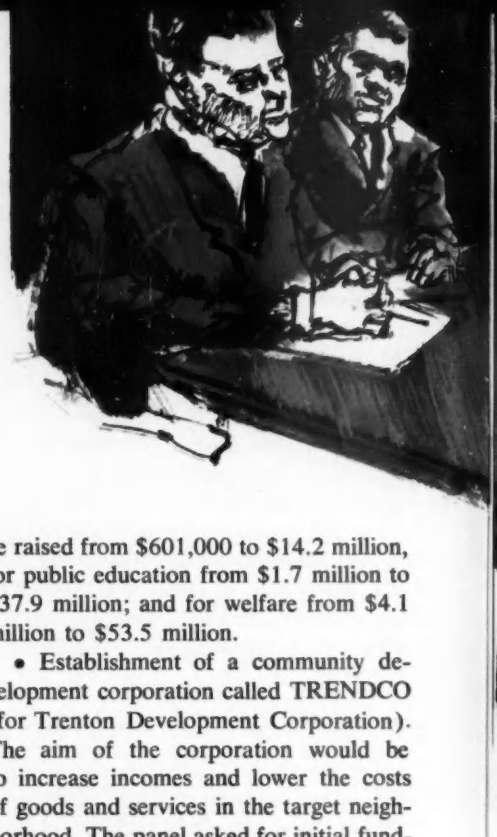
The panel's primary criticism of manpower programs was that too often they were operating in the dark. "Job market information is not detailed thoroughly enough nor analyzed to enable a central planning body to predict areas of increasing or decreasing demand," the panel declared. "With the present state of information, it is also unknown to *what* extent unemployment is a problem of a lack of skills, lack of knowledge of opportunities, lack of job access, too low wages, discrimination, no job ladders, too high expectation, shortage of jobs, or procedural inadequacies in existing employment programs.

"While there are signs that all these problems exist, their magnitude and relative importance are unknown. Therefore, efforts in education, retraining, motivation, job creation, job upgrading, job information, and overall economic development suffer."

Three Recommendations Made

The panel pointed out that despite manpower training and other programs 34 percent of Model City residents had incomes below the poverty line. The panel made three recommendations which it hoped would knock this figure down to 14 percent in 5 years:

- Employment of a manpower coordinator. He would be responsible to the mayor and would act as a central manpower planner for the Model City. He would seek to plug gaps in manpower services and would assemble data on the labor supply and the job market and develop a system for evaluating manpower programs.
- Increased expenditures for health, education, public housing, and public assistance (what the panel called "income in kind"). The panel urged that over a 5-year period expenditures for public health



be raised from $601,000 to $14.2 million, for public education from $1.7 million to $37.9 million; and for welfare from $4.1 million to $53.5 million.

- Establishment of a community development corporation called TRENDCO (for Trenton Development Corporation). The aim of the corporation would be to increase incomes and lower the costs of goods and services in the target neighborhood. The panel asked for initial funding of $1.4 million for TRENDCO under a HUD supplemental grant.

The panel looked to TRENDCO to give the model neighborhood a major role in its own rebirth. TRENDCO would promote business and industry through a program of loans and investments. It would create jobs for residents and lift their capabilities as consumers. It would build a base of economic power to give residents "an improved means of obtaining their share of services from the municipal government at the same time that it increases municipal resources by promoting the economic life of the city."

The corporation was to be so structured that it could purchase and sell real and personal property, borrow money from private and public lenders, lend money, enter into partnerships and joint ventures, own and operate businesses, sell its services, and accept grants and donations in a community foundation set up as a nonprofit subsidiary.

TRENDCO could get into Model City housing construction, perhaps in a joint venture with a large company prefabricating modular housing. It could manage property and develop a Model City shopping center complex. It could operate subassembly manufacturing plants in the model neighborhood for one of Greater Trenton's large industrial firms. The panel

hoped TRENDCO enterprises would open up a new world of jobs and training to Model City residents.

The community foundation sponsored by TRENDCO would use about a third of the corporation's profits for management training, to set up a credit union, and to upgrade the consumer skills of Model City people.

The eight panels that put together the Trenton Model City first-year action plan asked for a total of $6.6 million in HUD supplemental grants for innovations like TRENDCO and for improvement and expansion of programs already operating in the city. The supplemental grants were to be added to some $3.6 million in funds expected to come in from other Federal, State, and local sources. But HUD was able to allocate only $1.7 million to Trenton, and the city's plans had to be scaled down accordingly. Among the plans that were set aside were an orientation program for welfare case workers, training in social work careers for target area residents, a city revenue and tax study, and a demonstration elementary school.

The budget squeeze that forced revision of the Trenton plan affects all the Model Cities. Although the Demonstration Cities Act authorizes up to $1.9 billion for supplemental grants to Model Cities throughout the Nation, only $512.5 million has been appropriated.

In Trenton, plans for TRENDCO now call for an initial funding of $280,000 from the HUD supplemental grant. Getson says most of the money will be used to hire a top quality staff. The staff then will seek investment capital from foundations and other sources of supply.

One element of the plan to be funded at about the same amount as originally projected is the Model Neighborhood Resident Assembly, the citizen participation structure for the 5-year execution phase of the Trenton program. It is scheduled to get some $111,000 in its first year, half from a HUD supplemental grant, the rest from other sources. Assembly members, the 21 people elected more than a year ago by target area residents, will try to strengthen the citizen role in the program and will serve as a conduit for the exchange of views and information between neighborhood residents and the Trenton "establishment."

The revised Trenton Model City Plan places heavy emphasis on education. It calls for:

- A comprehensive program to improve the reading skills of model neighborhood youngsters in primary grades through high school.
- Nongraded English instruction for all school children lacking English competency, plus a night language program for adults.
- Employment of a guidance director for the Trenton public schools to coordinate counseling from kindergarten through high school and to make possible early identification of student problems.
- Employment of a higher education planner as part of the Mercer County Community College staff to place more model neighborhood residents in area colleges.
- Employment of a vocational education planner to study training needs of youth and increase their enrollment in vocational programs.
- An educational policy board, made up of neighborhood residents and educators, to seek improved educational services.
- Employment of an educational advocate to create parent advisory councils and help build effective communication between schools and area residents.

Other major elements of the revised plan are housing, welfare and social services, health, law and public safety, culture and recreation, and municipal services.

Give Citizens Voice

Trenton has put a substantial amount of its Model City effort into improving communications between neighborhood residents and city officials. They meet to discuss and prepare action plans. This helps to "educate the system" as well as give citizens a greater voice, Getson says. He has found that city officials are surprised at the reasonable attitude of neighborhood people when they are honestly and fully informed.

Looking back on the hectic planning stage, Getson says: "The cities were asked to do an impossible job of planning. The normal urban renewal project has up to 24 months for planning with more money than there is in a Model City for a single year of planning. Just delivering a plan to Washington—let alone a good plan—is a major job for the cities."

Getson now is looking ahead to the receipt of HUD supplemental grants and funds from other Federal and State sources that have been promised to the program: "We must have followthrough on these resources now," he says. "We have caught the citizens up in another ray of hope. If we can't deliver this time, we won't catch them up again."

LAUNDRIES

By Bernard Posner

Jet black hair, neat sweater, clean-cut features, sure hands that fold wiping cloths in the noisy industrial laundry—he could be just any worker. Or could he? Look closer. His eyes lack sparkle. His movements are dreamlike, machinelike. He doesn't join the banter around the worktable. Speak to him and he smiles shyly. He is mentally retarded. This job in an industrial laundry—at $1.80 an hour—is the first full-time work of his life.

"Now he's doing okay," says his boss. "It took a long time. At first he was so tensed up he made mistakes. After a couple of months he calmed down. Now he's never late, never absent. Wish we had more like him."

"Doing okay"—the first real victory of his young life. Before this job he floated in and out of things—classrooms that were over his head, odd jobs that led to nowhere, sitting home watching daytime shows on TV, hanging around the drugstore at night. Then one day somebody steered him to an occupational training center run by the Washington, D.C. Department of Vocational Rehabilitation. For the first time he felt that he counted. People paid attention to him.

A year later a call for mentally retarded workers came from a local industrial laundry. It was part of a project of the Institute of Industrial Launderers and the U.S. Department of Labor to open up a total of 800 jobs for the mentally retarded in laundry plants across the country. Under the project, laundries were to receive $25 a week for 10 weeks for each retarded person, to help cover the extra costs of training. Once trained, it was hoped, the young workers would stay right on the job as full-fledged employees.

The young man's first day was a nightmare—a big, busy plant, everybody hurrying, instructions he did not understand, frowns at his clumsiness, not knowing where the bathroom was, a frightening merry-go-round of lights and noises. He

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Mr. Posner is deputy executive secretary of the President's Committee on Employment of the Handicapped.

MARK RETARDED WORKERS 'OK'

wanted to go home and not come back again. The second day wasn't much better, nor the third, nor the fourth. But then bright spots emerged—a boss who showed unlimited patience, two or three women on the production line who showed a motherly interest. He made mistakes, plenty of them. The kindness of the people around him only made him angry at himself, angry and frustrated.

Slowly, he improved. He began to feel comfortable in the plant. After a while it was the same kind of comfort, of belonging, that he had felt in the occupational training center. The industrial laundry became his world.

He is still in the laundry—3 years later. And more than 350 other mentally retarded men and women are working in industrial laundries throughout the Nation.

Over 350 on the Job

The institute's training project is over now, after 3 years of existence. But the more than 350 retarded workers still on the job are testaments to its success.

The Institute of Industrial Launderers went into the project for a variety of reasons. It wanted to help the retarded. And it was looking for a new, reliable source of manpower. Turnover in laundries had grown to monumental proportions; one laundry owner complained that he had hired 100 workers in just 1 year to keep 10 jobs filled. Absenteeism had become just as serious; in some laundries not enough workers showed up Monday mornings to maintain production.

Thus the program—Project Manpower—was born through need, the first effort of its kind ever to be conducted by a trade association. It became more than an innovative way to train the retarded for jobs. It also became a demonstration of what can happen when all segments of society, public and private, join forces for a common purpose.

The institute operated the project. The Department of Labor's Manpower Administration provided funds under the Manpower Development and Training Act. State vocational rehabilitation agencies certified the retarded as work-ready. The National Association for Retarded Children, State and local associations, the President's Committee on Employment of the Handicapped, and governors' and mayors' committees promoted the project. Unions represented in the laundries gave their endorsements. Sheltered workshops, training centers, and special education classes built up interest in it.

Yet, even with this broad support, roadblocks developed, as might be expected of a new, pioneering venture. There were delays in getting started, delays in coordination, delays in training. Ultimately, however, the retarded entered the program in growing numbers. In all, 615 were trained. This was somewhat short of the goal of 800, mainly because of shortages of work-ready retarded people at the right times in the right places, but a large number all the same.

Of the 615, almost two-thirds, or 380, stayed on the job after training had been completed. And even those who left had become better prepared for the world of work because of their laundry training.

Project Manpower's achievements are impressive. A study of the records of the 615 trainees showed that:

- Only 10 had accidents on the job, nine of them minor. Only one accident resulted in lost time.
- Ninety-four percent of the trainees had perfect attendance records.
- Once the trainees became familiar with their jobs, productivity rose to acceptable levels.
- The trainees have paid more than $140,000 in income taxes on their earnings. Total cost of Project Manpower was $240,000. Within the next year, the retarded workers still on the job will have repaid the entire cost of the program.

These accomplishments take on added stature in light of the background of the trainees: 47 percent had never worked a day in their lives; another 25 percent had a total of less than 6 months' work experience, mostly odd jobs; and 60 percent had been supported by their families or at public expense.

Laundry supervisors have found that their retarded employees are good workers. They said about two-thirds of them showed adequate or better ability to learn and apply their learning. More than 90 percent did high quality work and more than half had good productivity records as well. Only a few of the retarded, about 6 percent, tried to avoid repetitive work. Their on-the-job safety record was good. Most of them regularly observed all plant and personal safety rules; about 1 in 5 needed occasional safety reminders; and only 2 percent needed frequent safety reminders.

The supervisors reported that 93 percent of the retarded workers had satisfactory attendance and punctuality records and only 11 percent did not measure up from the standpoint of personal appearance on the job. Most of the retarded maintained high morale. Only 6 percent were rated as having significant morale problems, and only 4 percent had serious problems getting along with other workers.

Adjustment Key to Success

The key to job success for the mentally retarded seems to have been adjustment, the institute discovered. When a retarded worker finally gained the feeling of adjustment to his job, his morale, productivity, and ability to get along with others showed marked improvement.

What, then, were the components of adjustment? Parental support was an important factor. Especially significant was the fact that the parents involved recognized their children's retardation and realized that laundry or similar employment was the highest they could aspire to. Preparatory programs also were important. Work habits and attitudes learned in special education classes or in sheltered workshops carried over into the laundries.

And, of course, time and patience were essential. Given plenty of time, shyness melted away, nervousness disappeared, self-images and self-confidence improved. Then the retarded workers were on their way to success, to their own victories, their own unheralded profiles in courage.

Public Employers Feel Growing Pains

By MICHAEL E. CARBINE

During his working lifetime, the average American is likely to change jobs six or seven times for a variety of reasons —more challenging work, increased responsibility, greater satisfaction, or higher wages. While he often stays within the same occupational area, he may move between a variety of companies or organizations and a variety of places.

More often than not, the one "company" overlooked in this pattern of job mobility is the State or local government. This may be due to the negative image many people have of government employment. Or it may be due to the high visibility of rapid advancement and good salaries in private industry.

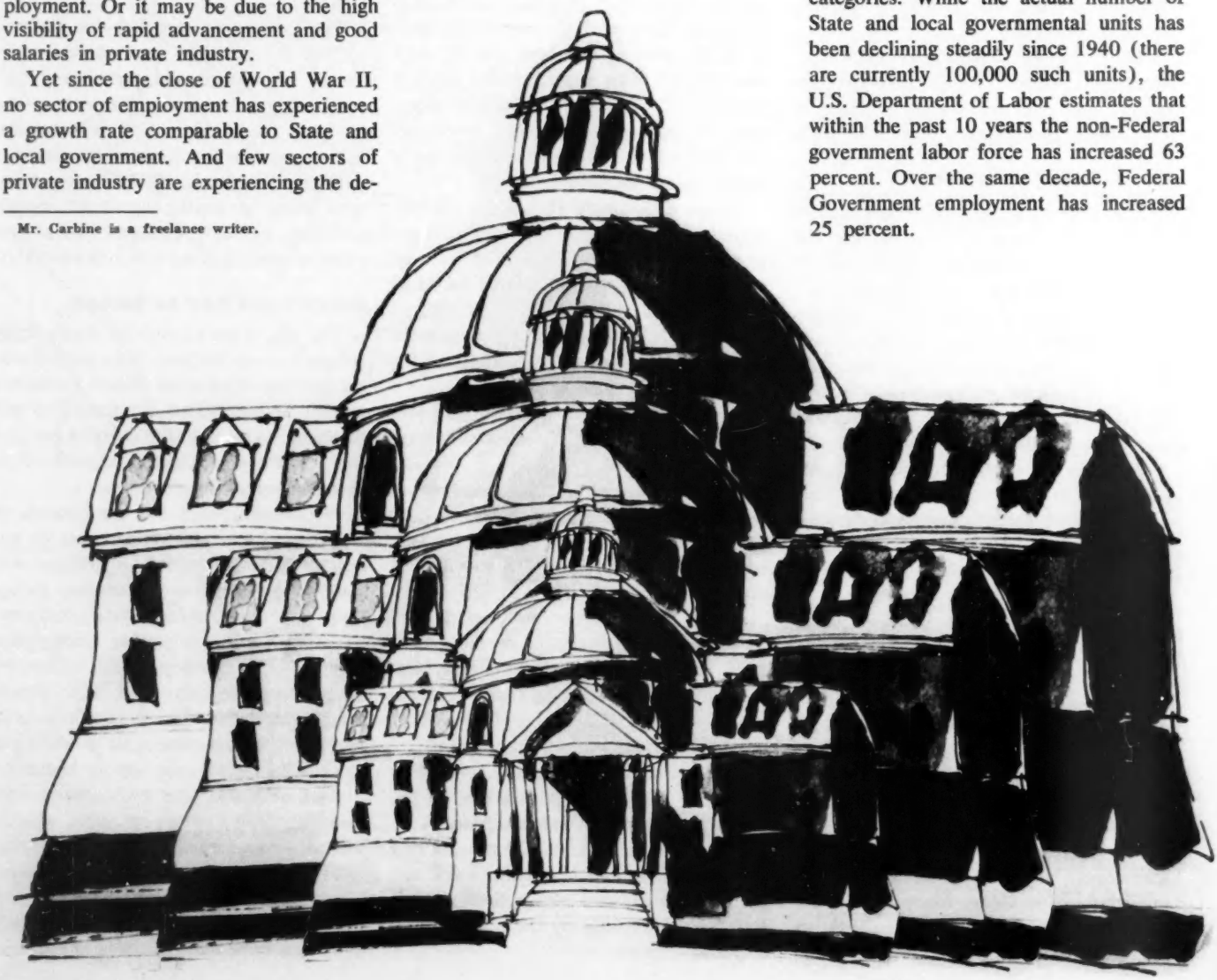
Yet since the close of World War II, no sector of employment has experienced a growth rate comparable to State and local government. And few sectors of private industry are experiencing the demand for skilled workers that State and local governments are today.

In 1960, 70 percent of America's population lived in metropolitan areas. By 1975, this concentration will increase to 75 percent, or some 170 million persons, and by 1980 to an estimated 190 million persons.

The impact of this rapid growth in population, combined with the impact of automation and shifting economic conditions, increased longevity, and changes in living and working patterns, is felt first by the local government, which normally must expand and readjust its services to meet the demand generated by this social flux. Government's reaction to this expansion and change, along with the increasing number of local government employees rapidly reaching retirement age and the advancing technology of computerization and management systems, is making State and local government employment a major "growth industry."

The non-Federal government labor force is nine times larger today than it was in 1900, and includes more than 15,000 separate civilian occupational categories. While the actual number of State and local governmental units has been declining steadily since 1940 (there are currently 100,000 such units), the U.S. Department of Labor estimates that within the past 10 years the non-Federal government labor force has increased 63 percent. Over the same decade, Federal Government employment has increased 25 percent.

Mr. Carbine is a freelance writer.



In 1959, there were 5.8 million workers employed in all phases of State, county, and municipal governments. Today, there are 9.6 million workers so employed, 5 million of them in education. By 1975, total employment is expected to reach 11.4 million (see table).

Government employment takes a variety of forms—from custodial workers to city managers—and encompasses practically the entire range of skills and occupations found in society. The government worker with whom the average citizen is likely to be most familiar is the elementary or secondary school teacher. The most visible government employee normally is a police, fire, sanitation, or maintenance worker. Some of the job titles found in State and local government have no equivalent in private business, although the duties and responsibilities associated with them often do not differ from those performed by workers in the private sector.

One of every three persons in the non-Federal government labor force is employed in technical, administrative, or professional work—compared to 1 in 10 in private industry. Manpower specialists predict that by 1975 State and local governments as a whole will need a 40 percent increase in technical, administrative, and professional workers.

The tremendous requirement for technical, administrative, and professional personnel points up the acute manpower shortage currently facing the Nation's State and local governments, especially in the engineering (sanitary and traffic) and health occupations. Cities now are projecting severe shortages in such fields as medical sociology, educational sociology, and social ecology. There has been a continuing shortage of from 300 to 400 urban planners for the past decade. Some 3,000 vacancies occur annually for trained recreational workers — while it is estimated that only 600 graduate each year from university programs in recreation. Only about 50 qualified traffic engineers are available for the 200 or more new positions that open each year in municipal government.

Adding to the problems created by the shortage of technical, administrative, and professional personnel is the impending retirement of a large proportion of municipal department and division heads. Almost 50 percent of today's urban executives entered government before 1940, which means that by 1972, 38 percent of all present municipal department heads and 31 percent of all municipal division heads will have reached retirement age.

By 1975, a total of 1.3 million workers will be required to replace those who die, retire, or, for a variety of reasons, leave the non-Federal government labor force. Another 1.8 million workers will be needed for the expanded, modified, or newly created services those governments must provide. This means that by 1975, 3.1 million new workers will be required.

Shortages Noted

A recently released pilot study of five urban areas in the 30,000 to 1.5 million population range conducted by the Department of Housing and Urban Development (HUD) and the Bureau of Labor Statistics found that the five cities were experiencing difficulty hiring entry level city planners, administrative specialists, planning aids, specialists in the social sciences, engineers, architects, draftsmen, and neighborhood counseling specialists. Shortages were also noted in nursing, police, fire, clerical, and secretarial jobs.

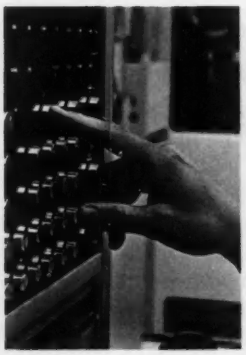
The cities reported that federally aided programs to rebuild urban areas and train the disadvantaged for jobs have created a growing demand for workers with knowledge and skills related to these efforts. They cited projected needs for accountants, auditors, budget analysts, mathematicians, computer programers, public housing managers, urban demographers and planners, transportation planners, urban renewal specialists, zoning and code investigators and specialists, systems analysts, and neighborhood service workers.

In the author's own interviews with personnel officials of six cities with populations of 200,000 or more, a general pattern emerged: A marked shortage of technical, administrative, and professional personnel, an average of 10 to 20 percent annual employee turnover, difficulties in urban recruiting, strong competition from private business, and a frequently encountered negative attitude toward local government employment.

State and Local Government Expenditures and Employment By Selected Function, 1965 and Projected 1975

FUNCTION	Expenditures			Employment		
	1965	1975 Projected	Percent change 1965–75	1965	1975 Projected	Percent change 1965–75
	(in billions of 1965 dollars)			(in thousands)		
Total, all functions	$87.0	$128.5	48	7,713	11,400	48
Education	29.0	42.5	47	3,799	5,400	42
Elementary and secondary	22.4	30.0	34	3,020	3,930	30
Higher education	5.9	11.0	86	741	1,400	89
Other	0.7	1.5	114	38	70	84
Highways	12.2	15.0	23	560	675	21
Health	5.4	9.5	76	795	1,350	70
Housing	1.3	2.5	92	39	75	92
Sanitation	2.4	4.5	88	172	320	86
Natural resources	2.8	4.5	61	274	450	64
All other	33.9	50.0	47	2,074	3,130	51

Note: Because of rounding, sum of individual items may not equal totals.
Source: U.S. Bureau of Labor Statistics, **Manpower in State and Local Governments 1965 and 1975.**



The computer console is becoming a familiar sight in government offices.

More than half of all State and local government employees work in jobs related to education, but the growth rate in educational employment is slowing down.

State and local governments, many of them already experiencing difficulty in filling technical, administrative, and professional jobs, expect a 40 percent increase in the number of these positions by 1975.

New York City employs the largest work force of any American city (and more than many States)—354,600 persons in all occupational fields. Of these, 93,400 are teachers and other personnel not subject to the city's personnel department and not under the city's civil service system. The other 261,200 are nonteaching civil service employees, including police (35,600), fire (14,500), sanitation (13,900), and city planning (244) personnel. Last fiscal year the city had about 15 percent turnover in its work force and made approximately 55,000 new appointments.

New York's recruitment division currently is plagued with a shortage of clerical help (the turnover in clerical jobs is high, while the turnover in the skilled trades is extremely low), civil engineers, registered nurses, X-ray technicians, occupational and physical therapists, and public health educators. Accountants also frequently are in short supply.

Mechanical equipment is changing the way clerks file and retrieve voter registration information and similar records.

Earlier this year, faced with a serious shortage of engineers, the city initiated a successful "walk-in" recruitment program for mechanical, civil, and sanitary engineers at both the junior (bachelor's degree with no experience) and the assistant (bachelor's degree plus 2 years' experience) level. Special recruiting centers were opened, and engineers walking in off the street were registered. If they had a degree from a recognized university or engineering school, their application was graded and they went out on a job that same day.

Chicago had an 18 percent turnover among its noneducational employees during the past fiscal year—8,000 of its 45,000 employees in all occupational categories. Like New York, Chicago is short of clerical help, especially stenographers and typists. And like the five cities surveyed by HUD, Chicago is experiencing an increased demand for paramedical personnel due to the recent influx of Federal funds for model cities, health, and welfare programs.

Atlanta's city employment turnover rate was the highest among those cities checked by the author—54 percent of a noneducational work force of 8,400. Last year, the city hired more than 4,000 new workers, and, on an average, is giving exams for 75 job vacancies per day. There are currently more than 300 vacancies for engineers, technical personnel, skilled tradesmen, and clerical workers.

Seattle, Wash., employs 10,200 noneducational workers. It needs engineers, city planners, and public health nurses. The city's economy is expanding, and the supervisor of Seattle's personnel classification division reports no real problem in keeping up with most personnel demands. Seattle's current shortage of engineers is linked to the Boeing Corporation. Boeing is one of the area's largest industries, and when business at Boeing is good the majority of Seattle's available engineers are employed there. When business drops off, however, the city experiences no difficulty in meeting its own engineering needs.

Hartford, Conn., employs 2,300 noneducational workers and had a 10 percent turnover rate during fiscal 1968. The city's assistant personnel director reports problems in filling police and firemen jobs and engineering positions. The city recently hired four administrative analysts (two with master's degrees and two with part of their graduate requirements fulfilled) for positions that had been vacant for some time. Most turnover among city employees occurs in lower-level jobs but the most persistent shortages of qualified personnel are in technical, administrative, and professional positions.

Phoenix had a 12 percent turnover last year among its 5,200 noneducational employees. The city's personnel supervisor reported shortages among civil and traffic engineers, systems analysts, computer programers, key punch operators, police and fire personnel, and clerical help. Phoenix also experienced difficulty in finding personnel to staff and administer the antipoverty programs being established there with Federal funds.

New Abilities Needed

State and local governments not only need more technicians, administrators, and professional employees, they need people in these fields who have new types of knowledge and skills. Changes in computers, communication, education, pollution control, urban development and housing, and health services are creating constant demands for new abilities—while making others obsolete.

Leonard A. Lecht, director of the Center for Priority Analysis of the National Planning Association, points out that expanded employment of doctors, nurses, engineers, scientists, and teachers by State and local governments has a multiplier effect in terms of jobs for workers with lesser skills. Money spent for health and education generates more service jobs than funds spent for most other purposes, Lecht says.

Expansion of health and education programs requires the employment of service workers in such traditional jobs as hospital attendants, janitors, and cooks, Lecht says, and also creates large numbers of openings for teacher and nurse aids and others who work in direct support of professionals.

"Similarly, shortages of trained social workers for socio-welfare objectives would expand opportunities for nonprofessionals as counselors to the aged and as neighborhood workers in poverty programs," Lecht says.

A number of significant trends in State and local government employment are discernible. One of the most important changes will be the decreasing growth rate of jobs in education and highway construction. Education now accounts for by far the largest share of non-Federal government jobs. Of the 7 million persons employed by municipal and county governments in mid-1969, 4 million were involved in education; 1 million of the 2.6 million persons employed by State governments were education workers. Education employment will continue to expand, but at a slower rate than it has in recent years.

On the other hand, the growth rate will increase for jobs involving sanitation, health, and natural resources. By 1975, employment in State and local health activities is expected to be 70 percent higher than it was in 1965. Major expansion will occur in geriatrics as a large number of Americans reach old age and require medical care. There also is a current and projected demand for trained workers to care for the mentally ill.

Opportunities in Housing

As social pressures mount for more low rent housing, State and local governments are substantially increasing their financial expenditures in this area. As a result, it is expected that almost twice as many people will be employed in the planning, construction, and administration of low rent housing in 1975 as there were in 1965. Demands are currently heaviest for city and regional planners, housing research specialists, market analysts, and intergovernmental relations specialists. The American Society of Planning Officials projects a 129 percent increase in planning positions by 1975, with 1 of every 3 jobs vacant.

Sanitation employment, which includes everything from street cleaning and refuse collection and disposal to the construction and operation of sewerage facilities and water pollution control, is rising rapidly, and by 1975 should be more than 85 percent higher than the 1965 level. Most in demand now are sanitary engineers, hydrologists, chemists, and biologists.

By 1975, employment involving natural resources—the conservation and development of natural and agricultural resources and the operation of parks and recreational activities—is expected to increase 64 percent over 1965. Many of these jobs stem from Federal antipoverty programs, and more will be created as greater authority and control over some projects are turned over to the States. President Nixon has proposed turning over to State and local authorities more responsibility for the planning and administration of manpower programs and more control over the funds to operate them.

Employment in protective services, general and financial control, local utilities, and public welfare is increasing steadily, and should reach 3.1 million workers by 1975—a 53 percent increase over 1965.

The variety of employment systems found in the Federal Government generally is used at the State level, too. Most States have a merit system covering the majority of employees in the executive branch, with a special merit system for academic personnel in the public schools. Ofter another merit system covers the State police, with still another merit system for those in State agencies receiving Federal grants-in-aid (public health, vocational rehabilitation, etc.). Some jobs are reserved for political patronage appointments.

Municipal governments normally operate a general merit system, a separate system for the schools and protective services, and a patronage system.

Almost one-third of New York City's employees—most of them teachers—do not come under the city's civil service system, and are not subject to the city's Department of Personnel. In Chicago, 80 percent of the city's noneducational work force comes under a civil service system, while the remainder are appointed by the various department heads on the basis of professional qualifications. Most of Atlanta's workers are covered by civil service, and all but 160 of Seattle's 10,200 noneducational employees are civil service. The remaining 160 are either appointed or elected. Of Hartford's 2,300 noneducational workers, only 35 to 40 are noncivil service, while Phoenix reports that only 40 of its 5,200 noneducational positions fall outside the city's civil service jurisdiction.

Merit systems rarely are found at the county level, where the majority of employees owe their jobs to political patronage.

The salaries paid by State and local government vary widely. While attempts are being made to bring salaries up to a level competitive with private industry, a gap still exists. Private industry is, by necessity, responsive to demands for higher wages. The rigidity of the salary setting mechanisms of many State and local governments, however, often delays an adequate response to the realities of the labor market, and precipitates major recruitment problems, especially in the search for professional, administrative, and technical personnel. (State and local government wage scales for blue collar and clerical workers tend to be more competitive.)

Young Are Negative

In addition, many young people hold a negative attitude toward government employment. They believe that private industry offers a more flexible structure for advancement and greater challenges, while government frequently tends to stifle rapid advancement, or make such advancement difficult. A number of the municipal personnel officials interviewed by the author cited this negative attitude as a serious impediment to recruiting. And in the eyes of many young people, there are more financial and social benefits in the top positions of private industry than in the top positions of State and local government (although fringe benefits offered by government—vacation, health, and retirement plans—often are more attractive).

Despite these recognized handicaps and the prediction that State and local governments will need 3.1 million new workers by 1975, 95 percent of all municipal governments in America, including the six checked by the author, have no formal manpower development plans.

Creative talent is in short supply—and great demand. Even under normal circumstances, it is difficult for any organization to recruit such talent. State and local governments will continue to lag badly in the race for talent until they begin paying higher, more competitive wages, loosen their hiring and promotional procedures, and offer greater opportunities for responsibility and challenge.

New Resource For Public Employers

By Laura Perlman

Bringing together jobless workers and the public work to be done is the goal of the Manpower Administration's new Public Service Careers Program. The new program is for disadvantaged workers—poor people without suitable jobs who may have special employment problems because of limited education, physical or other handicaps, minority group status, or age. It will help public agencies and some private nonprofit institutions update their methods of recruiting workers and restructure their jobs so unskilled workers can be hired and trained to fill them.

Upgrading of workers now in low-level jobs will be a central part of Public Service Careers. The program will help agencies eliminate unnecessary bars to advancement and offer training in higher skills so that employees can move up to more responsible positions at higher pay.

Public Service Careers will operate in selected State, county, and local governments; in agencies that receive Federal grants-in-aid; and in the Federal service. Program standards will be flexible so agencies can design projects suited to their specific needs. Most present New Careers projects, which train and place the disadvantaged in jobs with built-in career ladders in governmental and private nonprofit human service agencies, also will be part of the new program.

At present, a variety of barriers keep disadvantaged workers from getting most government jobs and prevent present workers from moving into better positions. Some are personal barriers, such as lack of education, skills, or familiarity with the world of work. The need for services like child care and transportation prevents many others from holding jobs.

Mrs. Perlman is a member of the Manpower Administration information staff.

Other barriers lie in the traditional practices of many public agencies. Public personnel systems and training programs often are not geared to the disadvantaged. In many agencies funds are not available to restructure jobs so that these workers could fill them or to plan career development for lower level employees. And sometimes restrictive entrance requirements or hiring practices keep out workers who could perform needed public services.

In one western city, for example, an applicant needs a high school education and 3 years of experience at handling animals to qualify as a beginning dog catcher at $4,000 a year. In another city, registered voters are given preference in hiring over nonregistered persons, and married men over single persons. Other cities demand a high school education for messengers. One large eastern city requires applicants for $3,700-a-year hospital messenger jobs to answer test questions like this: If a 55-gallon drum containing a solvent costing $72.80 when full is two-thirds drained, what is the value of the remaining solvent? And the same city requires an aspiring licensed practical nurse to answer this question: Where is the Grand Coulee Dam?

To remove barriers to employment and advancement, Public Service Careers will make money available to State and local governments so they can offer disadvantaged workers:

- Remedial or more advanced education.
- Skill training.
- Vocational and personal counseling and orientation.
- Transportation.
- Child care services.

The program also will assist public agencies in:

- Modernizing their merit systems.
- Analyzing and restructuring jobs.
- Developing career ladders.

Public Service Careers is firmly committed to merit principles. Instead of circumventing merit systems to hire particular individuals, it will work with agencies to develop procedures to bring in potentially qualified workers—people who can be prepared to do needed work in the public service.

The program will work within merit systems to suggest ways to remove unrealistic bars to advancement. The emphasis in upgrading will be primarily on workers whose wages are near the poverty level. Many opportunities for these employees will result from updating job requirements, redesigning jobs, and developing career ladders that provide definite levels of advancement. Training in higher skills will prepare them for more responsible jobs at higher pay.

Three major plans have been developed to meet State and local manpower needs. A fourth has been devised for the Federal Government.

Under one plan, the poor will be hired and then trained for entry jobs in State, county, and local governments. Present low-income employees of these governments will be trained for better positions.

Under the second plan, State, county, and local government agencies that receive Federal grants-in-aid will be invited to submit proposals for training and upgrading the poor. Agreements will be worked out to add funds for training and upgrading to agency grants.

The third plan incorporates the existing New Careers Program. The disadvantaged will be hired and trained for jobs as professional aids with government and nonprofit agencies in human service fields. Career ladders will be built in to permit the trainees to advance as their skills improve. Under this one plan, the Department of Labor will provide wage supplements for enrollees.

The fourth plan is designed to expand the number of disadvantaged persons hired by the Federal Government for worker-trainee positions. These require no written exam or work experience. The plan also proposes to open new apprenticeship opportunities in the Federal service for the poor, and will upgrade lower Federal employees.

The Labor Department's fiscal year 1970 amended budget request earmarks $50 million for the Public Service Careers Program. There will be at least one project in each Manpower Administration region. Once workable techniques have been fully developed, the program will become a regular part of the Manpower Administration's comprehensive effort to prepare the poor and unemployed for jobs and to alleviate skill shortages.

Further information on the program may be obtained from the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

BRIGHTENING UP THE TWILIGHT YEARS

Foreman Fabian Henion examines the cannas which grow 5 to 6 feet tall under the care of his Green Thumb crew at Skylands Manor.

The twilight years are good years for Green Thumbers.

Old as they are (and some are in their 90's), they are not content to go quietly to seed on tiny pensions. On the contrary, they are planting seeds—and cultivating them into rich lawns, sprightly gardens, and soothing parks—in 14 States across the country.

"It's a lifesaver to us old men that want to work and are able to work and have been cut out of the factory because of age," said John Reed, 78, of Trenton, N.J. He finished wrapping the small maple tree he had been treating for blight and got to his feet—not fast but agilely enough. He was helping to convert the former John Kalvin Magyar Reformed Church building and grounds, deserted and overgrown with weeds, into a Senior Citizens Center with an adjoining mini-park.

"I've got a home," he said, wiping his brow after a hard morning's work. "If it wasn't for Green Thumb I would have lost it." His only other income comes from Social Security and a small pension. A former Trenton Steel worker, he had been out of work 19 years when he joined Green Thumb in 1966. Nobody wanted to hire an older man with a heart condition. Today, he heads a nine-man crew of Green Thumbers who help beautify Trenton and maintain 25 of the city's mini-parks. And his heart seems to be holding up all right. A widower, he plans to remarry soon.

All Are Older Men

Green Thumb is operated by the National Farmers Union and funded by the U.S. Department of Labor's Manpower Administration. The men are paid $1.60 an hour and can earn up to $1,500 a year. As foreman, Reed's pay is $1.85 and his annual ceiling is $1,700.

"It's reinstated me morally, physically, and also financially," he said. "It's put me back in society. I can act like a man and feel like a man."

All Green Thumbers are older men who need money badly. The program does not recruit anyone else. To be eligible, a married man must have an income of less than $2,000 a year if he makes his home in town or $1,400 a year if he lives on a farm. Actually, the average outside income of participants to date has been about $900.

Most Green Thumb participants are ex-farmers, which makes them ideally suited for the outdoor conservation and community betterment projects they work on. Mechanization is driving many small farmers out of business. "In New Jersey an average of two farms a week are being lost," said Joseph Kenny, Green Thumb director for the State and ex-sales manager for a farmers' cooperative. "I've got at least two dozen men working for me I used to sell feed to."

The decline of small-scale farming is not the only cause of rural poverty, of course. The problem in the Ringwood area of Passaic County, N.J., has been the lack of permanent employment since the closing of the historic iron mines. The first underground mines in the United States were opened there in 1741. For years they provided work for the descendants of Negro slaves, Hessian soldiers, and Indians, many of whom still populate the area.

When the mines struck granite in 1931 and had to be closed, the hard pressed people turned to deer, fish, and gardens to get by. Many of them still live in houses without indoor plumbing along unpaved roads amid the ruins of the mines and supporting tool sheds. Green Thumb, which hires less than two dozen men, is now one of the largest employers in the region.

The current Green Thumb project at Ringwood is to help restore the buildings and grounds of two historic Passaic County estates, now owned by the State and used as museums and State parks. Skylands Manor, built in 1924 of materials imported from Europe, sits in the middle of 1,100 acres of hilly land. The State bought it in December 1966, and Green Thumbers have been aiding in the effort to wrest it from the jungle which enveloped it and to surround it with formal gardens.

Ringwood Manor, with 2,800 acres, was nearly 200 years old when the State acquired it in 1936. It is now an outstanding museum displaying 19th century living conditions in America. Green Thumb crews aided in restoring the beamed ceilings, panelled walls, and hardwood floors. They also help maintain the grounds and gardens.

Better Health Noted

"They're amazingly good," said Hans Bussink, horticulturist in charge of the landscaping. "When they first told me about the program, I thought, 'My God, more deadwood!' But I was wrong."

He now counts the 14 oldtimers among the steadiest and most reliable of his 70 to 80 man crew. "They're careful and that's an absolute necessity when you're working with flowers. I give them the most delicate jobs and they do the work right."

Bussink, a Dutchman who learned his craft in his native land, especially appreciates the Green Thumbers' dependability. They have to travel distances up to 25 miles to work over dusty rural roads and they rely on car pools. Yet, other than one man with serious personal problems, there has been virtually no absenteeism in the past year.

This record is impressive in light of the history of some of the men. Fabian Henion, 59, for example, was put out to pasture on a disability pension after 31 years as a rubberworker at Butler, N.J. His heart and kidneys were bad, so the doctors said. Now he is foreman of the Skylands crew and delighted with the job.

TWILIGHT YEARS *continued*

Rambling Ringwood Manor and its surrounding 2,600 acres have been restored for use as a museum and State park.

"This here is light work for me," he said. "I've got a wife and daughter and I have to work. I wish they'd give us more hours." Like all Green Thumbers, he is on a 3-day-a-week work schedule.

Despite their age, some Green Thumbers are able to leave the government payroll and make a new career for themselves in private industry. So far this year, four ex-crew members from Trenton have taken jobs paying more than $2 an hour with a landscaping firm.

The improvement in the health of the elderly recruits has been noted by doctors as well as the participants. All of them are given physical examinations upon entry and annually thereafter. After examining one crew, a Wisconsin doctor reported:

"They were all cheerful and happy to be working and useful again. . . . None showed any ill effects and today was an unusually warm day with the temperature up to 90. (There were) no complaints of chest pains, headaches, or dizziness. . . ."

The doctor said two men with severe arthritis recovered much of their mobility and experienced less pain.

The dining room at Ringwood Manor looked like this when its last owner entertained there, and with the help of Green Thumb workers it does again today.

"One of these men is 80 years old. He had to sit down to cut brush when he first began. Now he walks, bends, and works with ease." The program, the doctor concluded, "is improving their health" and is "giving them increased peace of mind from added income."

Green Thumb, which is part of a broader program for older workers called Operation Mainstream, began in mid-1966 with a $768,000 grant from the Office of Economic Opportunity. The Farmers Union set out to demonstrate in four States, New Jersey, Arkansas, Minnesota, and Oregon, that the abilities of older and retired farmers—their "green thumbs"—could be put to good use in beautification projects along State highways and in roadside parks. State highway departments and other State agencies and nonprofit organizations contributed materials, equipment, and supervision. In 1967 the Manpower Administration took over Operation Mainstream and along with it Green Thumb.

Green Thumb now employs more than 2,000 men in 14 States—the original four and Indiana, Kentucky, Nebraska, New York, Oklahoma, Pennsylvania, South Dakota, Utah, Virginia, and Wisconsin. (A similar program for women, called Green Light, is now being launched in 10 States, according to the National Farmers Union.)

The average age of Green Thumb participants is 69. Recruits are screened and hired through the State employment services. The organizations for which they perform work furnish the materials such as lumber, seedlings, cement, plantings, and heavy equipment. The National Farmers Union provides overall supervision, and the Labor Department the cash for salaries and administration.

Green Thumbers work on any publicly owned land or on property owned by a nonprofit organization. Their primary aims are beautification and restoration—of bridges, parks, recreation and lake areas, roadsides, public buildings, and historical sites. They have renovated and beautified historic sites in virtually all of the States in which the program operates.

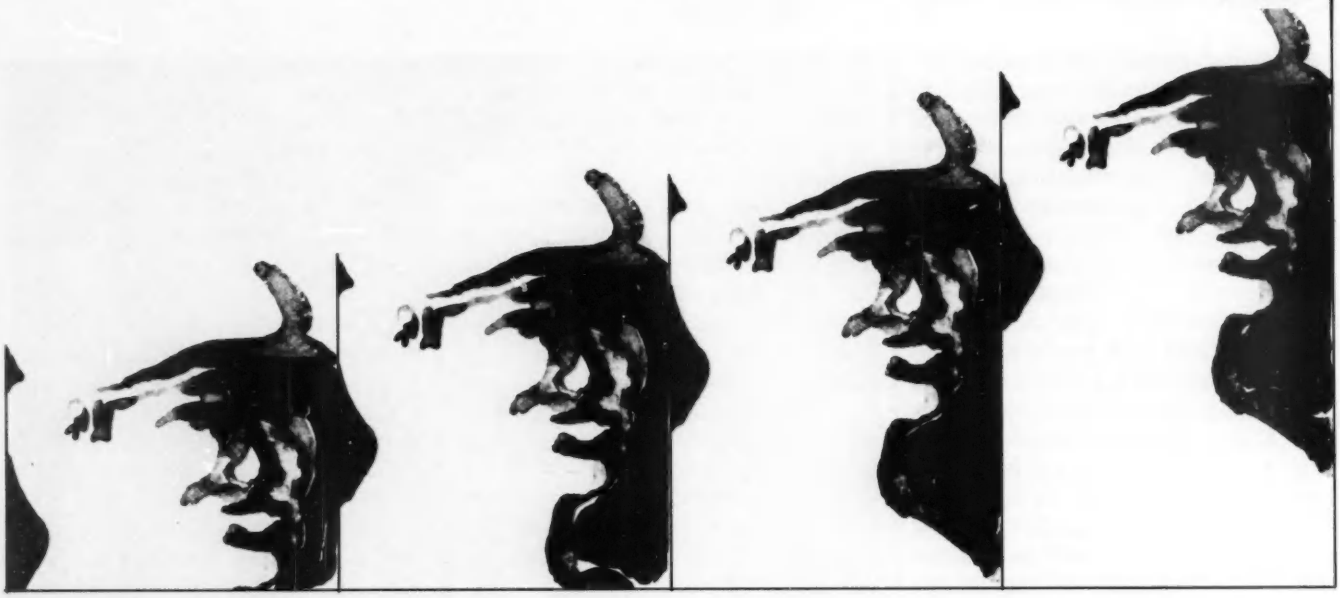
- In Samuelson Park near Sioux Falls, S. Dak., they restored a pre-Civil War loghouse.
- In Whorton Creek Park in Madison County, Ark., they built a two-story picnic area with the bottom part located under a rock ledge.
- In Virginia, an unusual beautification job was done on a plantation established as a new State park.
- A beautiful landscaping job was done around the State Capitol in Salt Lake City, Utah.
- In New Jersey, they have restored the "Church of the Presidents" museum in Monmouth County where seven U.S. Presidents have worshipped.
- In Oklahoma, they refurbished the historical Sequoyah Memorial Home where Cherokee Indians built a cabin in 1829.
- In Oregon, they worked on the picnic facilities at Spongs Landing Park, which was a ferry terminal from 1854 until the 1900's.

Tony DeChant, National Farmers Union president, feels that Green Thumb is more than just a way for older men to work their way out of poverty. "We see these men humanized again. That pride and honor they lost is regained. You can sense it when they report for work each morning. They feel active, useful, and proud again."

Green Thumbers tend the colorful flower garden they nurtured on the once neglected slopes below restored Skylands Manor (rear).

Foreman John Reed (left), 78, and Karl Rubien, 70, check the blight protection wrapping they put on a small maple tree at the Trenton Senior Citizens Center.

Upgrading the Working Poor



By WILLIAM H. KOLBERG

In a very real sense, the entire manpower effort of the Department of Labor can be described as upgrading. For example:

- The Neighborhood Youth Corps gives a poor 16-year-old boy his first work experience, and his first paycheck.
- The Work Incentive Program trains an unemployed father receiving $220 in welfare benefits for a $400-a-month job at a machine repair plant.
- Operation Mainstream gives part-time beautification work paying $1,500 a year to a 71-year-old man to supplement his $119-a-month Social Security check.

But for present manpower policy purposes upgrading has a more limited definition. It refers to a program of occupational training conducted to advance employed men and women to jobs at higher skill levels and higher pay.

To assess the potential of upgrading for relieving poverty, we should first understand clearly who the poor are. They are not all unemployed. On the contrary, nearly one-third of all impoverished families are headed by full-time workers. The heads of another fourth of poor families work part time. So while high unemployment among the poor and minority groups is a valid concern, it should not obscure the fact that a majority of the poor work at jobs that do not pay enough to lift them out of poverty.

Another basic fact is that an outsized percentage of the working poor is composed of minorities. In 1967, despite some progress, nearly half of all Negro workers had unskilled service or farm jobs compared with only a fifth of all white workers. Consequently, while only 4.5 percent of all white families whose head worked full time that year were living in poverty, the comparable figure for all nonwhites was 19.8 percent and for Negroes 21.1 percent. Thus the poverty rate among employed family heads was four times as great for nonwhites as for whites. In terms of increasing the economic power of minority groups, upgrading of employed nonwhites would have a much greater impact than reducing unemployment. For instance, raising the occupational distribution of employed nonwhite men to the same occupational distribution of all men in the labor force would result in three times as much increased income as would reducing the nonwhite unemployment rate to the same level as the overall unemployment rate.

Upgrading the skills of employed workers has been one goal of manpower policy since the Manpower Development and Training Act (MDTA) was enacted in 1962. A 1966 amendment to the act permitting part-time training for employed persons broadened the upgrading concept. Since that time a number of special programs have demonstrated that upgrading, if skillfully conducted, can result in significant income gains for the underemployed while meeting a widespread need for trained workers:

- Under a demonstration program at the Atomic Energy Commission plant in Oak Ridge, Tenn., 700 people received up to 52 weeks' training for jobs in mechanical drafting, production machine operation, metal testing, industrial electronics, combination welding, and laboratory glass fabrication. The average trainee earned $3,577 a year on the last job he held before training. The comparable figure on his first job after graduation was $5,928.
- Project Upgrade in Oakland, funded by the Labor Department and the Ford Foundation, is training 100 minority group workers in the construction trades.

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Among trainees so far have been 23 black electricians whose average wage was about $3 an hour upon entry. They now earn more than $7 an hour.

• Last January 140 women in New York City received diplomas upon completion of a 15-month course that qualified them to move out of routine city hospital jobs and become licensed practical nurses. Most of them had been in the city hospital system for many years, working as kitchen helpers and nurse aids. After graduation their starting pay was $5,300, at least $1,000 more than the starting pay in their previous jobs.

Obviously, upgrading can be a valuable tool for overcoming poverty. Admittedly there are other tools. Higher minimum wage coverage and the unionization of more workers also would lift many people above the poverty line. Upgrading, however, has the advantage of being selective. It can be limited to the target group of working poor whose higher pay reflects improved production, without the broad fiscal impact of increased minimum wage coverage.

Up to now, training workers for upward mobility has not been the major thrust of the total manpower effort. Upgrading has been limited largely because of the emphasis on finding jobs for the hard-core disadvantaged. Top priority has gone to preparing and training the unemployed for entry-level jobs. Most upgrading funded by the Department of Labor has been directed to easing skill shortages and most of the trainees have not been disadvantaged. As a result, some experts regard upgrading as a program unrelated to the problems of the disadvantaged.

Emphasis on Upgrading

Policy winds, however, are beginning to shift. One basis of current Labor Department planning is an increased emphasis on upgrading as a means of aiding the disadvantaged, and of assuring equal employment opportunities for all races. As Arnold Weber, Assistant Secretary of Labor for Manpower, recently told the National Urban League Conference:

"What we're trying to do is introduce strong elements of upgrading into our manpower programs. Up to this point, the emphasis has been getting people off the street and into jobs. In most instances, these are entry jobs; they are low-paying and they have limited economic prospects. Well, that's not good enough. You are not going to solve the problem of equality of opportunity by moving the ghetto out of the street into the maintenance department of a plant.

"Our ultimate goal has to be not just to get jobs at the lower rung of the ladder, but to provide institutions and incentives so that there will be a normal distribution of opportunities throughout the entire occupational range."

Changing the occupational distribution, of course, is no simple matter. Major changes probably will have to come from the entrance of better qualified minority youth into more skilled, higher paying occupations. The traditional and most effective route to this goal has been through education. The correlation between better pay and better schooling is striking. In 1967, the median income for men over 25 with a college degree was $10,090 a year. For high school graduates it was $7,244. For those who completed only the eighth grade it was $4,778.

More and more nonwhites are taking this route to improved economic opportunities. In 1960 only 12.9 percent of all Negroes over 25 had completed high school, and 3.1 percent had college degrees. By 1967 nearly 21 percent were high school graduates and 4.3 percent had finished 4 years of college.

Classroom education, however, is not the only pathway to skilled occupations open to minority youth. Programs that combine work, training, and education also are quite effective. Apprenticeship, for example, moves young men into skilled trades paying $5 an hour or more after 3 or 4 years of preparation. As a result of expanded apprenticeship information and outreach activities by the Department of Labor, 15,600 minority group members were among the total of 240,000 registered apprentices at the beginning of 1969 compared with 9,300 of a total of 207,500 only 2 years earlier.

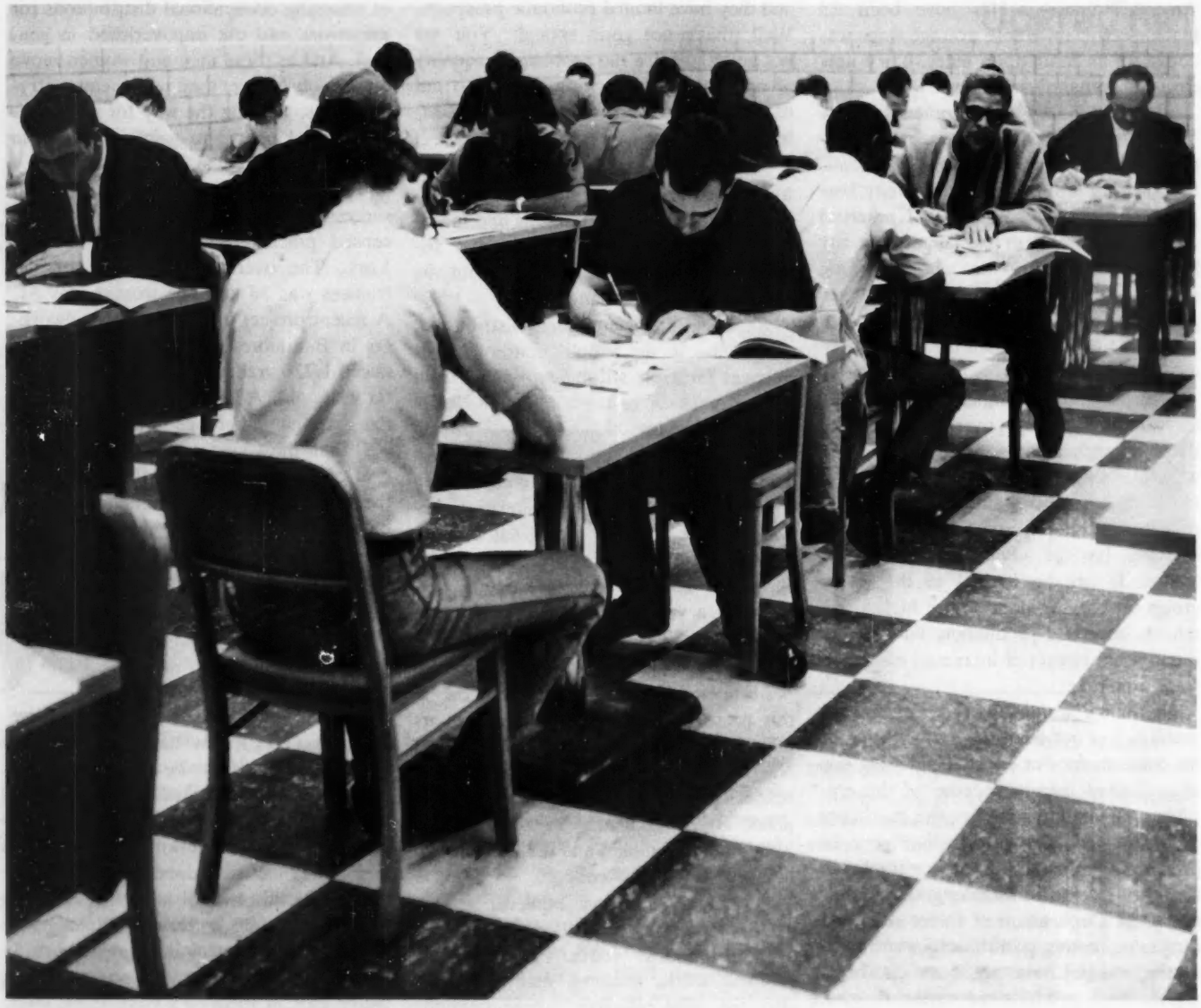
Our efforts, however, cannot be confined to minority youth. Nor can we rely solely on a program like apprenticeship. To make any substantial progress we must move on a broad front, using all programs that can effectively and rapidly offer upward mobility to older workers as well as youth. Upgrading of people already in jobs can supplement education, apprenticeship, and similar programs as a means of changing occupational distributions for minorities and the impoverished in general. And as these men and women move up the job ladder, they will vacate entry-level jobs, clearing the way for other disadvantaged people to gain a foothold in the job market.

That older workers can be upgraded successfully was demonstrated by the licensed practical nurse project in New York. The overall average age of the trainees was 38 and one woman was 61. A recent project for upgrading steelworkers in Baltimore and Chicago-Gary produced 1,726 graduates, some of them past 60 years old. Admittedly, the workers in the extreme upper age bracket did less well than the younger men. Only 25 percent of those aged 60 or over completed the 20-week course, which consisted of basic instruction in math and English. But the 40 to 44 age group had the highest graduation rate, 74 percent, compared with 51 percent in the under-30 group and 60 percent in the 30-34 age group.

Quick Results Achieved

Another pilot project, High Intensity Training (HIT), has demonstrated that the disadvantaged can be upgraded quickly if the goals are limited. A HIT project in New York in 1966-67 involved 50 employers and 1,600 unskilled workers. A majority of the trainees were Negroes and Puerto Ricans and all had been earning less than $4,000 a year. With only 40 hours of in-plant training spread over 5 weeks, they were upgraded one notch to better jobs in their own companies, with 8 to 10 percent raises for each.

It is impossible at this stage to say how much will be spent in 1970 and the years beyond on upgrading. Even individual trainee cost estimates are somewhat indefinite. The MA–5 contract between the Labor Department and businessmen under the Job Opportunities in the Business Sector (JOBS) Program notes: "Based on prior experience in previous similar manpower upgrading programs . . . the cost of upgrading should normally be in the range of $200 to $800." For this amount of money, "the result of the upgrading program should be the occupational advancement of at least two skill levels above the present skill level of the employee and should also be reflected by at least a 10-percent wage increase upon completion."



Both the classroom and the shop can be used effectively to enhance workers' earning power through upgrading.

Upgrading
continued

A survey of those programs that most readily lend themselves to upgrading, however, will suggest what resources are available.

The Department of Labor has made its biggest upgrading effort to date through on-the-job training under the MDTA. The Department has been particularly successful in promoting upgrading training through national trade associations and labor unions. The International Union of Electrical Workers recently completed training 2,200 disadvantaged people on the job. About two-thirds were new hires. The remainder were upgraded, and their pay increased as much as $1.00 an hour as they moved up the occupational ladder in training periods of 18 to 40 weeks.

On the management side, Chrysler Corporation recently completed an MDTA on-the-job training contract to upgrade 750 unskilled employees working as janitors, material handlers, packer-mailers, and laborers. After 26 weeks of training, they are now in such skilled classifications as toolmakers, layout men, cutter-grinders, and millwrights. Their hourly pay rates, $3.04 to $3.56 at the outset, rose to $3.90 to $4.16.

New JOBS Plan Option

Through fiscal 1969, more than 400,000 people had been enrolled in MDTA on-the-job training programs at a Federal cost of $355 million. Roughly 30 percent of the total program was devoted to upgrading. In fiscal 1970 more than 83,000 MDTA on-the-job training opportunities are expected to be available at a cost of $54.6 million. No fixed percentage of these slots has been earmarked for upgrading, but based on past performance and new priorities, much of the effort will be pointed in that direction.

MDTA on-the-job upgrading training is dwarfed by the possibilities inherent in the JOBS Program. From the beginning JOBS has been limited to the disadvantaged, who are hired and then trained by private business, usually for work at the beginner's level. A new JOBS contract option now offers employers the choice of providing upgrading as well as entry-level training. This option aims at grooming employed people for occupations suffering from a shortage of skilled help and emphasizes the recruitment of low-wage, low-skilled workers.

Employers are permitted to upgrade a number of workers equal to 30 percent of the total of disadvantaged hired for entry jobs. A businessman hiring 100 disadvantaged, for example, is allowed to upgrade 30 of his present employees under the new contract. This can become a large-scale upgrading program simply because JOBS itself is so large. Some $240 million has been earmarked for JOBS in fiscal 1970 in MDTA funds alone and an additional $180 million is expected to come from Economic Opportunity Act money. The overall JOBS goal for 1970 is to put 230,000 unemployed people on private payrolls.

Public Service Careers, a new program similar to JOBS but directed to public sector employers, is now getting underway and will offer additional opportunities for upgrading. Its goal is to bring disadvantaged persons into permanent jobs with State and local governments. Upgrading of workers now in low-level jobs will be a central part of Public Service Careers. The Labor Department has asked $50 million for fiscal 1970 for Public Service Careers.

A major problem the Department of Labor faces in designing and estimating the costs of upgrading programs is that many firms do not have formal promotion ladders and worker progression seems somewhat accidental and haphazard. A man may be hired as a machine operator's helper, and as he learns be given his own machine to run. Later, if he shows special skills and aptitudes, he may move up to "straw boss" or "setup man" or assistant foreman.

The informality of promotion procedures, however, has its advantages. Often, the question of "credentials" (education, work experience, etc.), which may be crucial for entry-level employment, is much less important for promotion inside the plant. A program must be devised to take advantage of this informality without the Government assuming what would be the employer's normal training costs. To justify the use of Federal funds, training content should be broad enough to give the worker more than what is required to fit him for a particular job. An upgrading aspirant working as a laborer, for example, should not be trained solely to operate a turret lathe, but rather to master a whole range of machine operating skills. And upgrading projects should include basic education and skill training beyond what a specific employer would normally provide.

Thus, developing successful upgrading programs will require more imagination and effort than entry-level projects because training content will vary with each promotion opportunity. Success on a large scale will require a considerable selling job. Some large firms recognize that a pool of unemployed skilled workers no longer exists and have taken steps to upgrade their unskilled employees. But they are in the minority; most companies still regard training as a byproduct of normal production. An educational effort to convince employers that a more systematic approach to internal training can produce tangible benefits will be necessary.

Broad Potential Benefit

Another major problem in helping the working poor through upgrading is that they are concentrated in low-wage, highly competitive industries, such as textile and garment manufacturing and retail trade. These industries are the least willing to incur the costs of training and offer the fewest promotion opportunities.

Finally, a large-scale upgrading program will succeed only during a period of low unemployment and high overall economic activity. If unemployment rises, employers can hire from a supply of qualified unemployed workers and will have no incentive to undertake internal training. The present continuing period of low unemployment and skill shortages provides a climate in which an upgrading program can succeed.

Limited manpower program funds will require that, for the present, upgrading concentrate on the working poor and eliminating skill shortages. However, a successful upgrading program potentially could benefit many other workers. A good program should stimulate industry to think about progression and promotion ladders. Too many jobs today offer no prospects for progression in skill or pay from entry to retirement. Such jobs are extremely unattractive. As a long-term goal, an upgrading program should encourage the development of job ladders in less skilled occupations and work to reduce the number of "dead-end" jobs.

Wigs Change

By Leo W. Allman

More than 100 disadvantaged Texas women are disentangling themselves from poverty by helping other women straighten out their hair problems.

It all started with a crowded exhibit at the 1967 Texas State Fair and a curious observer at a booth across the aisle. C. M. McDonald, membership secretary of the Dallas Negro Chamber of Commerce, noticed during the fair that the booth just across the way was attracting far greater crowds of people than his own. Day after day, throngs of admiring and excited women came to see the display of hairpieces from Mrs. Joe "Granny" Morrow's Wig-Wam Wig Shop in Dallas. Evelyn Peterson, once Mrs. Morrow's maid, was demonstrating how these wigs could be styled in fetching and fascinating ways. McDonald finally introduced himself, asked Mrs. Peterson where she learned her art and whether she could teach others the trade.

That conversation led to one of the first U.S. Department of Labor-financed Job Opportunities in the Business Sector projects to train disadvantaged persons in the art of wigmaking. The contract, under which 15 disadvantaged women were taught wigmaking and styling at the Wig-Wam Shop, was followed by an agreement with a consortium of eight companies which are now training 110 people. And when this contract expires Mrs. Morrow plans to apply for another one.

"I took 15 girls on the program because I felt they would fill my needs for 2 years," said Mrs. Morrow. "But my girls were doing so well, and so many wanted to hire them away from me that I went on to the next program.

"Of course, I have the advantage over most types of businesses because this work is all pride. The girls get interested first because they're thinking about their own looks. But once they have started training, they find they have a talent that can make other women look good too. They're like children who have discovered a new game, plus a lifetime of creative pride."

The talent of the novice wigmakers went on display last year when Jonni Kay Johnson of Fort Worth was chosen Miss Wool & Mohair of Texas for 1968-69. At her crowning, the new queen wore a Marie Antoinette jewelled white wig of silky mohair and wool made by 13 of Mrs. Morrow's original 15 trainees.

By July of this year, 62 women had been signed for training under the consortium contract, and five of the original 15 trainees had finished the 12-month program. These five new journeymen have moved into jobs paying $100 to $125 per week, a welcome change from the $40 weekly wage most of those who were employed had been earning before. The Texas Employment Commission, which helps to recruit for the program, says that about half of all the women accepted for training thus far were either on welfare or about to apply for it.

Those first 15 trainees had 59 dependents among them. One young woman had 12. Three of the original trainees were white, three Mexican American, and the others Negro. Only three had husbands living at home.

One of the original trainees with a family to support is a Mexican American. Just before she began training, her husband took their three children and went to Mexico, leaving her alone and nearly destitute. She managed to hang on anyway, maintaining herself partly by making plastic flowers at night, which she sold for 25 cents each. Now she has the children back and a steady job doing store demonstrations of wigs at $2.40 an hour, plus commissions. The children are learning English and eating better.

Mrs. Geneva Sims, another graduate, spent years as a domestic in private homes where her best earnings amounted to $8.50 a day. Now with a year's training behind her, she sums up what she learned:

"Anyone can mop, change babies, and put sheets on a bed—but I couldn't make a living at it. But if you get a skill it's nothing anybody can take away from you and it makes you feel like a human."

Her big problem, at the conclusion of her training, was to decide between two job offers stemming from her great skill in coloring wigs. A large importing concern wanted her to go to Hong Kong and Korea to teach people in the trade there how to color hair properly before it is shipped to this country. She was offered a good salary plus travel and living costs for herself and her 16-year-old daughter. But she decided to take a $125-a-week offer from a department store chain to

Mr. Allman is the U.S. Department of Labor regional information director in Dallas.

...e Hair Styles and Life Styles

teach operators at its various outlets how to do a more professional dyeing job. Her daughter is ready to finish high school and foreign travel might permanently disrupt her education. "I don't want my daughter to go through what I did," she said. "I want her to have education."

During the 12-month learning period, each trainee does all the jobs in turn. She waits on customers, sweeps the floor, makes change, keeps records, talks on the phone, handles difficult customers, and, of course, learns such basic wig styles as the flip, page-boy, swinger, swirl, and curly. She also learns how to make wigs and hair pieces from bulk hair, to dye them, and to style them for the individual customer. Because many of the trainees will work on an assembly line, or in jobs where pay is by commission or piece rate, there is an emphasis on speed.

The training program also includes instruction in proper English and good grooming and counseling on finances, health, and other personal matters.

In a couple of instances trainees with physical handicaps seem to have derived therapeutic benefit from the program, while gaining a salable skill. Mrs. Morrow tells about "Jonsey, a practical nurse with five children. She had arthritis so bad she could no longer walk. She can sit down now and hand-tie wigs so well that a wig company told her to name her price."

Instructor Evelyn Peterson (left) demonstrates a wig for trainee Bernice Gray.

After some 6 months of on-the-job training, her feet and hands were much improved. Her doctor attributed the change to her staying off her feet and to the constant exercise and manipulation of her hands as she worked on the wigs and hair pieces.

A deaf mute found that the training relaxed her and held her interest, whereas other jobs she had tried made her nervous, sensitive, and irritable. She has been in training longer than she has been able to hold any other job, and gives good evidence of being able to "graduate." After that, she plans to style wigs at her home, where her children can talk with customers for her.

Mrs. Morrow also tells about a girl who had to drop out of college when an injury to her father left her as the family's only breadwinner. "Now she will go back to college and style wigs and wiglets in her dorm. I have had one other girl do that and she not only pays her way, but has some left over."

Mrs. Morrow has a natural sympathy for women with problems because she has had to overcome some formidable ones of her own. "I know what it's like to be grown and have no school," she says. She finished only the third grade in school. At 14, she ran away from her Irish mother and Cherokee father. At 15 she was married and a mother. When their daughter was 6 months old, her husband took the child away. It was 6 years before mother and daughter were reunited.

In 1930 she and her daughter became the first residents of the Lena Pope Home in Fort Worth, where they lived for 5 years. There Mrs. Morrow entered school again and, because she was older, became a kind of nursemaid to the younger residents.

a) Advanced student Geneva Sims shows beginner Bessie Jackson how a wig should be styled and put in place.

b) Beulah Jones' doctor attributes the improvement in her arthritis to the constant exercise and manipulation of the hands required in making and styling wigs. Here she sews the wefting to the wig cap.

c) With the help of Oakley Jean Robinson, Jonni Kay Johnson models the wool and mohair wig she wore when she was crowned Miss Wool & Mohair of Texas 1968-69.

She fixed their dolls and other toys. In 1950 she started a doll hospital in Dallas, and the "medical service" included making doll wigs.

That was the situation for several years. When wigs became big business in the mid-1960's, Mrs. Morrow was ready. She kept the doll hospital, and opened a wig shop. In 1966, she rented a commercial booth at the Texas State Fair, and came back in 1967 and 1968. Business boomed.

Now Mrs. Morrow is training others to do what she has always loved to do herself—help people feel and look better by teaching them the art of making and repairing wigs. "With this art," she said, "there is a chance in life for many of us to make a decent and honest living, plus being a good citizen."

News & Notes

The Job Opportunities in the Business Sector (JOBS) Program is going to be sold more aggressively. The new fall campaign, called JOBS '70, will send teams of Government and business representatives to visit employers and urge them to join the campaign to put the hard-core unemployed to work. Also, the National Alliance of Businessmen and the Department of Labor have worked out an improved contract for training under the JOBS Program that will speed payments to employers to cover the extra costs of hiring the disadvantaged.

* * *

More than 3,800 minority youths have been brought into the building trades through the Labor Department's Apprenticeship Outreach Program. Some 1,500 were brought in during the first 6 months of 1969 alone.

* * *

Referrals to jobs or training have been arranged for 90 percent of the youth from closed Job Corps centers who applied at State employment service offices. Of those referred, 70 percent were actually in jobs or training programs in August.

* * *

A Job Corps inner-city residential manpower center for women will be opened December 1 in Atlanta. The center plans to have 350 Corpswomen aged 16 to 21 enrolled by February 15, 1970. Of these, 250 will be residents and 100 nonresidents. They will be trained in business and clerical skills and health occupations.

* * *

Some men, like the Mississippi, just keep rolling along. When a Labor Department Operation Mainstream project was announced recently in Cleveland to give work to men and women 55 and older in nonprofit social welfare agencies, the local sponsor was deluged with calls from elderly jobseekers. One of the applicants was a 101-year-old man.

State employment security agencies have made some progress in hiring minorities but not nearly enough, in the opinion of Manpower Administrator Malcolm R. Lovell, Jr. Although noting that in the past 2 years there has been an increase of about 2,000 Negroes, Spanish Americans, Indians, and Orientals working in State employment service agencies, Lovell pointed out that this amounts to less than one person for each of the 2,400 local offices.

* * *

The U.S. Office of Education has awarded $200,000 to Howard University for a 15-month project to design and establish an Institute for Minority Business Education. The institute is expected to be a model for other schools that want to improve the ability of minority businessmen to operate profitable enterprises. One area the researchers will explore is the franchise system involving such businesses as auto dealerships, restaurants, and service stations.

* * *

Some 148 million persons have received $46.9 billion in benefits since inception of the unemployment insurance system. Wisconsin paid the first check in 1936. By July 1939, every State was participating and was issuing checks to covered workers who became unemployed.

* * *

The U.S. Department of Labor has allocated $500,000 to help train 378 jobless people in at least 13 rural occupations. Through a combination of classroom and on-the-job training, they will be groomed for jobs in sales and service of farm chemicals, supplies, appliances, fertilizers, and propane fuels. Others will learn to be bookkeepers, feed truck operators, farm mechanics, and service station and feed mill employees. At least 65 percent of the trainees will be from the disadvantaged category. The Cooperative League of the USA, with headquarters in Chicago, will conduct the program in Iowa, Kansas, Kentucky, Minnesota, Missouri, Nebraska, North Dakota, South Dakota, and Wisconsin.

Research

Following are brief reports on selected current or completed studies being done under research contracts and grants from the Manpower Administration, U.S. Department of Labor. The listing is a random sampling of projects and does not necessarily indicate the major thrust of the Manpower Administration's research program. This listing was taken from **Manpower Research Projects Through June 30, 1969,** the annual catalog of active and completed research contracts and grants sponsored by the Manpower Administration. The catalog lists all manpower research conducted since fiscal year 1963 and tells where to obtain copies of completed reports and information on current projects. The catalog also contains guidelines for schools that wish to apply for institutional grants as well as guidelines for individual proposals for research funded under the Manpower Development and Training Act, the Economic Opportunity Act, and the Social Security Act. Single copies of the catalog are available free from the Inquiries Section, Office of Information, Manpower Administration, U.S. Department of Labor, Room 2107, 14th and Constitution Avenue, NW., Washington, D.C. 20210.

The Need for Educational and Training Adjustments in the Apprenticeship Programs for Selected Craft Occupations, by Dr. Alfred S. Drew, Purdue Research Foundation.

Analysis by the Purdue School of Technology research staff of the administration, content, and effectiveness of apprenticeships in four trades. The final report will make recommendations for improving apprentice and journeyman training.

The Effects of Unemployment and Inflation on Income Distribution in the United States, by Alexander Korns, Harvard University.

Researcher studying redistributive effects on income of 1 percent decrease in unemployment and 1 percent increase in inflation. Two factors, as measured by Consumer Price Index, are being studied in relation to inflation increase: (1) Transfer of wealth from creditors to debtors; and (2) lag in wages and other income during inflationary periods. Three effects of drop in unemployment are being considered: (1) Wage losses suffered by persons who lose their jobs; (2) losses in earnings of production factors, especially capital; and (3) changes in wage rates.

Community Organization, Race, and Entry Into the Work Force, by Jeffry Piker, The University of Michigan.

Study investigating the access patterns of over 1,200 boys aged 10 to 19 into entry-level jobs and the effects of race, community organization, and other factors on these patterns.

Cost and Performance Incentives for Office of Economic Opportunity Job Corps Contractors, by Stephen R. Engleman, University of California at Berkeley.

By examining all Job Corps center contracts, collecting data on contractor performance, and visiting several of the centers, the researcher is trying to determine the efficiency of the arrangements under which private corporations and nonprofit institutions provide training and other services for disadvantaged youth living in Job Corps centers.

Private Assumption of Public Responsibilities: The Role of American Business in Urban Manpower Programs, by Peter Kobrak, The Johns Hopkins University.

Study of local implementation of Job Opportunities in the Business Sector (JOBS) Programs aimed at development of evaluation techniques that will allow assessment and readjustment of program elements according to program goals, the trainee needs, and the employer requirements.

Tracing the Development of a Statewide Automatic Data Processing Employment Security System, by Garth L. Mangum, University of Utah.

As a guide for instituting computerized systems to match men and jobs, project is tracing introduction by Utah Department of Employment Security of automatic data processing system to handle managerial, unemployment insurance, and placement functions on a statewide basis.

Negro and White Perceptions of Company Employment Policy in the South: Case Studies in Rural and Urban Nonfarm Sectors, by David E. Kidder, Atlanta University.

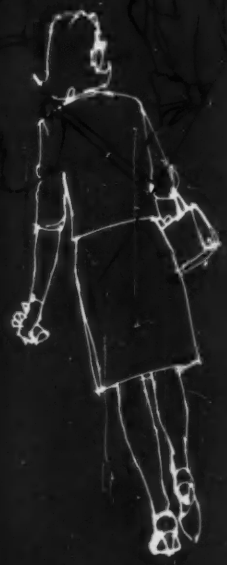
Study contrasting Negro and white workers' perceptions of availability of nonfarm employment in urban and rural areas of the South. Questionnaires have been distributed covering equal employment opportunity policies, job classifications, racial composition of work force, and recruitment and upgrading procedures. This is first phase of three-part study of racial structure of labor force migration from the South.

Estimates of Employment Requirements by Occupation for 1975, by Harry J. Greenspan, Bureau of Labor Statistics, U.S. Department of Labor.

Completed in fiscal year 1968, research developed projections for occupational patterns in 1975 in approximately 125 industries. These, together with projections of employment by industry, were used to develop estimates of employment requirements for about 100 occupations requiring specialized training or extensive education. Study indicated about 89 million persons are expected to be at work in 1975—a net increase in employment of 16.5 million between 1965 and 1975.

Transition from School to Work in Selected Countries, by Franz A. Groemping, Bureau of Labor Statistics, U.S. Department of Labor.

Completed research contract that explored the reasons for the apparently easier transition from school to work in other countries—11 Western European nations, Israel, Japan, and Canada—than in the United States. The author suggested that reasons for this include: (1) Young persons are a relatively small part of the population in other countries and the proportion of teenagers in the labor force has decreased as the number of years of schooling for most students has increased; (2) after completing compulsory education at ages 14 to 16, youth generally enter the labor force as apprentices or trainees or enroll in a vocational school; and (3) employers are encouraged to accept trainees by labor standards and collective agreements that provide for employment of minors at pay rates below the normal minimum wage.



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